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DEPARTMENT OF THE INTERIOR
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BULLETIN, 1920, No. 29

THE NATIONAL CRISIS IN EDUCATION: AN APPEAL TO THE PEOPLE

REPORT OF THE PROCEEDINGS OF THE NATIONAL CITIZENS CONFERENCE ON EDUCATION CALLED BY THE UNITED STATES COMMISSIONER OF EDUCATION, AND HELD AT THE WASHINGTON HOTEL, WASHINGTON, D. C., MAY 19, 20, 21, 1920

Edited by

WILLIAM T. BAWDEN
Assistant to the Commissioner

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THE NATIONAL CRISIS IN EDUCATION.

AN APPEAL TO THE PEOPLE.

I. THE SHORTAGE OF TEACHERS AND THE SUPPLY.

AIMS AND PURPOSES OF THE CONFERENCE.

Dr. P. P. Claxton,
United States Commissioner of Education.
[Address at the opening of the conference, May 19.]

In our democracy we have always set high value on education and more and more on the public schools. The public school is, indeed, the most distinctive agency of our democracy. We have always understood, and now more and more understand, that "in a democracy all things wait on education."

Fifty years ago we spent for elementary and secondary education seventy-five millions of dollars. This year we are spending a little more than seven hundred and fifty millions—more than 10 times as much—an increase of practically 1,000 per cent in a period of 50 years, in which the population has increased only about threefold.

Twenty-five years ago we spent for higher education $17,500,000; we are spending this year approximately $140,000,000. Only 20 years ago we spent about $4,000,000 for the support of normal schools for the professional preparation of teachers; this year we are spending approximately $25,000,000.

GROWING APPRECIATION OF THE VALUE OF EDUCATION.

These facts indicate the growing faith of the American people in education. It has been our glory. We have liked to boast that we make our people intelligent enough that we can commit to the hands of the people the destinies of the country and the public welfare, in which the private weal is bound up.

It happens that just now, more than ever before in our history, is there need that the schools shall not only lose nothing of their efficiency, but that their efficiency may be increased as much as possible, to the end that there shall no longer be among us any who are not

educated and not prepared for the fullest possible life, for production, and for good citizenship.

CIVILIZATION STAGGERED BY IRREPARABLE LOSSES.

Need I remind you of what has happened in this world of ours in these last six years? One-third of the wealth of the world has been consumed in warfare. More than twenty millions of people have died or been killed in battle or have died as the direct or indirect result of war. Most of these were of the very best, physically and mentally, and would have been producers of wealth many years. Probably twice this number of persons have been more or less disabled.

The world has been reduced to comparative poverty. There are countries in which there is not sufficient food, clothing, or shelter, nor the means of providing them.

The world has become chaotic in its civic and political life. Empires have crumbled; boundary lines have been wiped out; new States have been born. Old sanctions have been discredited. Old traditions have been forgotten.

The times that try men's souls come after the war—after the wave of enthusiasm recedes and when the great constructive tasks begin.

OPPORTUNITY CHALLENGES THE IMAGINATION.

Not since the building of the modern nations has the world had an opportunity such as it now has. And the opportunity and responsibility rest largely on us here in the United States. Not since the fall of the Roman Empire has any country been looked to by all the world as we are, and more depends on us than we can easily understand.

We must depend on education for the reproduction of the wealth of the world—for the creation of wealth to take the place of that which has been destroyed and to pay the debts of the world.

In 1914 the aggregate indebtedness of all the nations of the world was about $42,000,000,000, most of which was for former wars. The indebtedness of the United States alone to-day is a good half of that amount, or more, while the other nations pile up their hundreds of billions. All of this indebtedness must be paid out of wealth produced, and the production of that wealth depends on the education of the people.

FACTORS IN THE PRODUCTION OF MATERIAL WEALTH.

There are but three factors in the production of material wealth: First is the natural resources of the country; the fertility of the soil,

the forests, the mines, the water power, the climatic conditions, position. Second, the native ability of the people, whether they be tall and strong, broad-shouldered, three-story heads with mansard roofs, or whether they be weaklings, low-browed and nerveless, their constitutions sapped by the vices and excesses of their ancestors before they were born.

These two factors are fixed. You can not change the natural resources of a country much; only through the slowly swinging centuries can you change the native ability of the people a little.

The third factor is the acquired ability of the people—the thing we call education, that comes directly or indirectly from and through the schools. That is the variable factor, and as that varies does the product of material wealth vary.

I am sure the formula holds. Let us give values to these three factors. Call N the natural resources of the country and Y the native ability of the people. Since these are for any country and people practically invariable, let us give them numerical values. Let N equal *4* and Y equal *6;* then *4* times *6* equal *24*. Then suppose you give the value *1* to Z, the acquired ability of education, the product is *24*. Double the value of Z, and the product is *48;* make it *3*, and the product is *72;* make it *10*, and the product is *240*.

But suppose the value of the acquired ability of education to be *zero*, will the formula hold? Imagine for a moment that all the education of the people should pass away; that we forget our science, our mathematics, our medicine; that we forget to read and write; and that all the education and training of the schools that differentiate us from the savagery and barbarism of our forefathers should be swept away. What takes place? Your wealth is gone. Ninety-nine per cent of the wealth of this country is due to the schools and the teachers. They are wealth producers as no others are. To reproduce the wealth, to pay the debts, to feed, clothe, and shelter the world and to give it a start economically again it is incumbent upon us to educate all the people for the highest quality and degree of production.

EDUCATION ESSENTIAL IF OUR DEMOCRATIC INSTITUTIONS ARE TO CONTINUE.

Again, consider education in its relation to our civic and political life. We are the oldest of the democracies of the world. The world looks to us not only for theory but for example.

It will require a high degree of political and civic knowledge and wisdom to enable us for the next generation to walk the sane path of democracy between extreme reaction on the one side and class government and anarchistic disintegration on the other. Both tend-

encies are strong in the world to-day. In one form or another they are found everywhere. And the world is now so closely knit together that whatever affects one part of it affects all. Therefore for our political salvation it is necessary that we educate in larger degree than we have ever done.

EDUCATION INDISPENSABLE FOR ITS SPIRITUAL VALUES.

But man can not "live by bread alone." To eat and to be comfortable physically is not all of man. Man is a political animal, and politics is the highest science known among men, and the noblest if rightly practiced. But we are not political animals alone. Material wealth and stable political organization exist only that there may be equality and a full opportunity, as nearly as possible, for every individual to arrive at the full stature of manhood, to stand erect, and feel that he is a son of God.

That there may be culture for the great mass of the people it is necessary that we shall not only extend our education, but that we shall readjust it and readapt it to the new conditions that are before us.

SCHOOLS OF AND FOR THE PEOPLE.

The schools belong not primarily to the teachers nor to the school officers in charge of them. The schools belong to the people, who provided for them in the beginning, who pay for them, and who use them.

If you or I would have any piece of property improved, we would not go to the tenant or to the hired man temporarily in charge of it: we would go directly to the man who owns it—the man who must pay for the improvement, who must determine what improvements are to be made, and who will finally benefit by them.

HENCE A CONFERENCE OF THE PEOPLE TO CONSIDER THE NEEDS OF THE SCHOOLS.

The schools of the United States belong to the people. We, the teachers, are their hired servants to make the best of the schools we can for the use of the people. When the question of improving the schools is under consideration we appeal to the people, who own and pay for and use them.

This, therefore, is a national *citizens'* conference on education. The Secretary of the Interior invited the governors of the States to attend, and some of them will. The governors were asked also to select as delegates men and women of affairs, ministers, lawyers, publicists, business men, merchants, captains of industry, farmers, representatives of labor unions, women's clubs, and others.

Mayors of cities were invited; chambers of commerce were asked to send representatives, as were also labor unions, women's clubs, farmers' organizations, rotary clubs, kiwanis clubs, and other organizations of men and women that make it a part at least of their business to promote the public welfare.

In addition to these, the State superintendents of public instruction, members of State boards of education, county superintendents and members of county boards of education, city superintendents of the larger cities and members of city boards of education, presidents of colleges, universities, and normal schools and members of their boards of trustees, and certain others, were invited to be present.

The response has been as large as we had any reason to hope that it would be at this particularly inconvenient time of the year. The registration at the desk, though not complete, includes over 500 names, and it is gratifying to note that an analysis of the registration reveals that more than one-half of the persons present are representatives of the organizations I have named, official delegates appointed by the governors, and others not educators.

THE PROGRAM.

Now, let me say just a word on the making of the program. This evening's program is devoted to setting forth as completely and as clearly as we can the condition of the schools and their needs. I have asked a man who probably knows more accurately the statistics of education than any other to tell you just what the conditions are. I have asked another to tell you what we ought to have in the matter of teachers in the schools; and another to tell us where the teachers ought to come from, if, indeed, it is possible for them to come from any source in sufficient number.

The program of to-morrow morning is devoted to the question of "adjusting the schools to new conditions," and in the evening to "the relation of education to material wealth and national defense."

To add to the weight of the national interest we have asked certain representatives of other nations, democratic peoples, to tell of the new interest in education in those countries. Sir Auckland Geddes, the British Ambassador, will speak for England and the British Empire; a representative of the French Embassy will speak for the new interest in education in France; and the minister from Urugnay will speak for the Latin-American countries.

The closing general session on Friday evening will consider the problem of "education for citizenship and culture."

A considerable part of the program is devoted to a consideration of the values of education—the value of education in production in agriculture, in production in industry, in commerce; the value of

education to the wage earners; the value of education for citizenship, for the national safety and defense. The strength of the Nation and its safety in time of danger would depend wholly on the degree of our education, our knowledge, our skill, and our ability to understand the value of our institutions.

SECTION MEETINGS.

In addition to the general sessions the program provides for a number of section meetings, at which those who are especially interested in certain phases of the problem before us may have opportunity to confer. The general subjects to be considered at the section meetings are:

(1) Problems of the State departments of education.
(2) Education in urban communities.
(3) The preparation of teachers.
(4) Other forms of higher education.
(5) The press.

Each of these five sections is to hold three sessions, at 10 a. m. and 2 p. m. on Wednesday and at 2 p. m. on Thursday. In each case a skeleton program of topics and speakers has been provided, with the expectation that the time will be used almost entirely in free discussion from the floor.

On Friday afternoon the delegates will again divide themselves, on a somewhat different basis, into four section meetings, as follows:

(6) The appeal to the people; consideration of plans for a national campaign of education.
(7) Health education.
(8) Educational extension, Americanization, Illiteracy.
(9) Salaries and revenue.

PURPOSE OF THE CONFERENCE.

The purpose of the conference is to capitalize for the new era the interest in education that is springing up in all parts of the country, and to organize it for effective action, to the end that it may come out of this conference Nation-wide in extent and influence.

This conference is not called for the sake of discussing or promoting national aid for the support of schools, though that subject may be introduced by some of the delegates, but that there may go out from here a Nation-wide interest and impulse, adding weight to any drive that may be attempted in any particular State, city, or district. It is hoped and expected that this conference will be followed by many somewhat similar conferences throughout the States, cities, and local communities; that there may run through the whole of this great campaign year a strong stream of campaign for educa-

tion, that the masses of the people of the United States may know more about education and its relation to the public welfare than they do now, and that there may be more and better educational legislation next winter, when 40 or more State legislatures meet, than there otherwise would be.

SOME FACTS ABOUT THE SCHOOLS AND THEIR TEACHERS.

Dr. LEONARD P. AYRES,

Director Departments of Education and Statistics, Russell Sage Foundation, New York City.

Some weeks ago we were startled to read in the papers the report of the United States Bureau of Labor Statistics with regard to the cost of living. That report said that the cost of living had risen to such an extent that if we consider it as having been 100 in December, 1914, it was 204 in December, 1919. In other words, what could have been bought of the daily necessities of life for $100 at the end of 1914, by the end of 1919 had become so expensive that those same things would have cost $204. And the report said that the computations were based on the "index number" of the Bureau of Labor Statistics.

The financial page of this morning's New York Tribune contains quotations of index numbers for securities, and one of them says that the price of 30 industrial stocks yesterday was 92. That means, of course, that the average value yesterday on the stock market of those 30 industrial stocks was 92, as compared with the par value of 100.

AN EDUCATIONAL "INDEX NUMBER."

In the offices of the Russell Sage Foundation, in New York City, we have been engaged during the past few months in attempting to construct an "index number" for State school systems. Clearly, this task is not so easy as in the case of prices of industrial stocks or of the cost of living. And yet upon reflection we find that there are some things that can be measured in this way.

What, after all, is the most important single question that you could ask about a school system? It is: Of the children who ought to be in school, how many are in school? The "par value" would be 100 per cent, and your number would be some number less than 100 per cent. In this case, of course, there could not be more than 100 per cent. And so other items might be examined and measured—amounts expended for the salaries of teachers, amounts expended for objects other than salaries, the number of days during the year that the schools are kept open, and so on.

The Federal Bureau of Education has for 50 years been compiling the figures relating to certain items for all the State school systems of

the country. Ever since 1870 the Bureau of Education has been gathering figures showing the salient facts about the school systems, and if we interpret these figures correctly we can tell how nearly these systems come up to what may be designated as "par value" in certain of these essential facts and factors.

And so we have been going over these data, throwing aside those that for one reason and another are not applicable, and trying to bind the rest into a measurement by which we can tell what progress we are making and how the accomplishments of one State compare with those of its neighbors, when we measure these accomplishments in these purely numerical ways.

THE NATIONAL VIEW.

Let me speak briefly about some of these results for the United States as a whole. I have said that the most important question to ask is as to how many of the children who ought to be in school are in school. If we take the children of school age as being the children who ought to be in school, then the answer is that to-day, for the United States, our rating in that particular item is 56, on a par value of 100, because 56 out of every 100 children of school age are enrolled in our public schools.

How well do the children attend school? In some of our States and cities the school year is 200 days long, and the average rate of attendance is very high. In others it is shorter, and the attendance less. Suppose we say that our par value (100) is to attend school for 200 days; then the actual attendance for the country is at a quotation of 45 on the scale of 100. Or, since $\frac{45}{100}$ of 200 equal 90, the average attendance for children of school age for the country as a whole is 90 days of schooling in the year.

Again, how long are our schools kept open during the year? Using the same basis, we may say that if the schools were kept up to a reasonable standard they would be open 200 days during the year. On this item the actual record for the country is 80 per cent, or 160 days.

WASTEFULNESS OF NOT USING WHAT WE HAVE.

Now, if our schools are not open as many days during the year as they ought to be, and if our attendance falls below what it ought to be, it is clear that our children do not get as much education as they ought, nor, indeed, as much as we actually pay for.

If we think of our elementary school course as consisting of eight years of schooling, of 200 days each, then it means that the average attendance of the average school child is such that it would take that child 13 years to get through such a course. And it means that in

some of our States the attendance is so poor and the school year is so short that to complete eight years of schooling of 200 days each would take the pupil 22 years. And if he started in when he was 6 years of age, he would get his eighth-grade certificate when he was 28. These are the conditions affecting not simply a few of the children of our country, here and there, but the *average child* on the 13-year basis, and *many children* in some of our States on the 22-year basis.

It is well for us to remember that the United States has the shortest school year and the shortest school week and the shortest school day of all the highly civilized nations of the world.

The next item that we measure is the number of those who might go on to enter high school. Here the rating for the country is 32 per cent.

How many boys have we, as compared with girls, in our high schools? Only 76 boys for each 100 girls.

It has always been true in the United States that we gave our higher education to the girls, and did not in so great measure give it to the boys. Ours is the only nation among the civilized nations of the world where the girls in larger measure than the boys go on to get the higher education. Furthermore, high-school attendance has enormously increased since the beginning of the war, and most of the increase has been in girls.

Nevertheless, we still have in our American system in the grade schools and in the high schools a whole series of serious educational leaks, through which the children escape before they secure a high-school education. Our schools to-day, I think, are better adapted to the needs and natures of the girls than they are to the needs and natures of the boys.

INADEQUATE FINANCIAL SUPPORT.

What do we spend on our schools, and how can we make a standard that we may call a par value of measurement? For the purpose of this study it was decided to use the teacher's salary as a basis, and to begin with the lowest salary that we could reasonably pay—$100 per month for 12 months during the year for every teacher employed. It ought to be more than that in most places, but we started with that, and then figured the other school expenses from that basis. We know what proportion of all expenses consists of salaries, and hence arrive at the following figure:

In the country as a whole we spend for each child in attendance about 49 per cent of what would be spent if we paid our teachers according to the rate that I have suggested—$1,200 per year—and for each child of school age we spend about 28 on a par value of 100.

The next item relates to expenditures per pupil for purposes other than teachers' salaries. To secure a rating at par, or 100, these expenditures should amount to $50 per year per child attending. The actual rating is about 44 on the scale of 100, or only $22.03.

This last comparison is most important. No other investment that society makes is perhaps so important as the investments to which these figures refer. More money means better schools; better schools mean better citizens; better citizens produce more money. It is a beneficent circle. Society can not afford to disregard these figures.

States, like individuals, purchase about what they pay for, not much more and not much less. It is not necessarily true that the effectiveness of a State school system this year is in proportion to its budget; but it is true that in the long run the excellence of the schools depends on the generosity and wisdom of the expenditures, and even merely on the size of the expenditures.

You can not have good schools without paying money for them. And next to good teaching the most important adjuncts of the school system are good buildings, good equipment, sanitary structures, adequate facilities.

THE SEVERAL STATES COMPARED.

There are in all 10 of these sets of data which we have used in constructing the index number for school systems:[1] (1) Per cent of school population attending school daily; (2) average days attended by each child of school age; (3) average number of days schools were kept open; (4) per cent that high-school attendance was of total attendance; (5) per cent that boys were of girls in high schools; (6) average annual expenditure per child attending; (7) average annual expenditure per child of school age; (8) average annual expenditure per teacher employed; (9) expenditure per pupil for purposes other than teachers' salaries; (10) expenditure per teacher for salaries.

Combining the ratings on these 10 items into an index number for the United States, we find a rough measure of the progress of education during the past five decades, summarized as follows:

Year.	Index.
1871	25.61
1880	25.38
1890	29.57
1900	33.68
1910	42.41
1918	51.01

You may interpret this, if you please, as meaning that from 1871 to 1918, according to this educational index, the general effectiveness

[1] For a more complete discussion, see "An Index Number for State School Systems," published by the Russell Sage Foundation, New York City, April, 1920.

of the public-school system of the United States has doubled. It is to be noted, however, that in 1871 we had a school system that was only about 25 per cent of what a reasonably high-standard school system might have been, and that even now it is only about one-half of what we might reasonably expect it to be.

Applying the same index rating scale to the data secured from the several States and Territorial possessions, we have the following table:

INDEX NUMBERS OF STATES, 1918.

1. Montana	75.79	28. Canal Zone	55.11
2. California	71.21	29. South Dakota	55.03
3. Arizona	66.19	30. New Hampshire	54.37
4. New Jersey	65.93		
5. District of Columbia	64.24	31. New Mexico	53.01
		32. Vermont	51.51
6. Washington	63.67	33. Wisconsin	51.34
7. Iowa	61.85	34. Missouri	49.64
8. Utah	61.39	35. Maine	47.36
9. Massachusetts	61.04		
10. Michigan	60.43	36. Oklahoma	44.44
		37. Maryland	43.22
11. Connecticut	59.77	38. Delaware	42.48
12. Ohio	59.72	39. Texas	41.12
13. New York	59.35	40. Florida	37.77
14. Colorado	59.23		
15. North Dakota	59.17	41. West Virginia	37.73
		42. Porto Rico	35.79
16. Nevada	59.05	43. Virginia	35.26
17. Indiana	58.80	44. Tennessee	35.14
18. Idaho	58.57	45. Kentucky	34.98
19. Minnesota	58.43		
20. Oregon	57.81	46. Louisiana	33.86
		47. Georgia	32.60
21. Pennsylvania	57.65	48. North Carolina	30.59
22. Nebraska	57.14	49. Alabama	30.58
23. Hawaii	57.07	50. Arkansas	30.28
24. Illinois	56.75		
25. Wyoming	56.71	51. Mississippi	30.04
		52. South Carolina	29.39
26. Rhode Island	56.33		
27. Kansas	55.16		

Thus we see that Montana receives the highest rating, with an index number of just under 76 on our scale of 100. This means that when all these different ratings are brought together and combined by methods that are nonpersonal, in which opinion does not enter, Montana makes the best record among the States; California comes next, and so on.

I think it is especially noteworthy that when we compute these data relating to various phases of education on the same basis the three Territorial possessions rank so high—Hawaii above 27 of the States, the Canal Zone above 23 of the States, and Porto Rico above 10 of the States.

Consider the record for Porto Rico. The United States has flown its flag over that island for about 20 years only. According to the latest report we have, the per capita wealth in Porto Rico is $200. In 1912 the per capita wealth in this country was $2,000, and there was one State in which it was $5,000. The very lowest record we had in any State was just under $800. And now Porto Rico comes along, with her school system supported by insular funds, without Federal subsidies, with her wealth less than one-fourth that of the poorest State in the Union, one-tenth of the average, and far, far lower than that of our richer States, with a very large Negro population, and within 20 years she builds up a school system that ranks above that of 10 of our States in such measurements as these.

Porto Rico has a longer school year than most of the States, and she pays her teachers, mostly native teachers, more than a good many of our States. I think these facts mean that it is not so much the material resources that count, as it is the beliefs, the hopes, the aspirations, and the faith of the people of a State.

Within limits that have never yet been reached, any State, almost any community, can decide for itself how much and how good education it will provide for its children. We have developed this index number in the hope that it might lead the States to find out how much and how good education they are purchasing for their children in comparison with the amounts they used to purchase, and how much and how good they are purchasing in comparison with the amounts their neighbors are purchasing.

THE SHORTAGE OF TEACHERS.

In introducing the next speaker, Commissioner Claxton said, in part:

After all, the teacher is the school, and the handle that we take hold of first in this conference is the teacher.

We never have had an adequate number of well-prepared teachers for the schools in the United States. Recently our attention has been turned to what we have called the shortage of teachers. Approximately 18,000 schools were without teachers last year. This year there are 45,000 to 50,000 schools taught by teachers who are below the minimum legal standards of the States in which they are

located. There are over 300,000 teachers whose attainments or qualifications are below any reasonable standard that ought to be accepted for the schools of a great democracy like ours.

Furthermore, not enough teachers have been prepared at any time to fill the vacancies. Next fall approximately 120,000 new teachers will be needed in the elementary schools of this country. All of the normal schools together are graduating only about 20,000; other schools will graduate, with some professional training, about 10,000 young men and young women who will enter teaching; thus we may expect to have 30,000 prepared teachers to fill 120,000 places, leaving 90,000 to be filled by those who have had no professional preparation, and most of whom have had no adequate general education, even.

There are approximately 98,000 high-school teachers in the United States; next year there will be about 106,000. The colleges and universities report that they are graduating this year approximately 10,000 young men and women who will begin teaching next fall. Reports from the high schools indicate that 30,000 teachers will be needed next fall to fill the new places and those made vacant by resignations.

We have never had adequate means of preparing the teachers needed, and just now we do not pay salaries sufficient to induce any kind of person to go into the places made vacant by the resignation of those who have had some preparation.

ADEQUATE PREPARATION FOR AN ADEQUATE NUMBER OF TEACHERS TO FILL THE SCHOOLS OF THE UNITED STATES.

DR. WILLIAM C. BAGLEY,

Professor of Eduction, Teachers' College, Columbia University, New York City.

The present status of the public school teacher constitutes the most serious problem in American education. The great bulk of our teachers are immature, transient, and ill-trained.

At the risk of seeming to be dogmatic, I shall present a series of propositions that may be suggestive of the ideals and standards which should underlie the general policies that should govern the selection, preparation, and certification of teachers in the new era which is before us.

FOR EVERY AMERICAN CHILD A COMPETENT TEACHER.

In the first place, as an inclusive ideal toward which all of our efforts may well be directed, I believe we should set before the people the need of a mature, well-prepared, and relatively permanent teacher for every classroom in the land. I place this ideal first, because even

its approximate realization would do more to solve the educational problem than any other step that could be taken.

Teaching at its best is a fine art, which is to say that it is the personal and human elements that are fundamental. Universal education imposes upon the art of teaching an extremely difficult task. In practically every elementary school classroom we have represented a wide variety of abilities—bright children and slow children, children of the immigrant and children of the native-born, children of the well-to-do and children of the poor.

In the main, this thoroughgoing democracy of our American schools is a boon and a blessing, for it brings children of all or almost all of the social and economic levels of the population together at an impressionable period of their lives, and undoubtedly does more than any other single factor in our national life to prevent the social stratification that is so characteristic a feature of the Old World civilizations.

But the very virtues of our school organization form the most serious handicaps to its efficiency from the narrower educational part of view. The complicated and stubbornly difficult problems that the elementary teacher confronts have never been duly appreciated by our people. Indeed, men and women who are themselves well educated often regard the teaching of little children as merely a routine task, to be delegated either to youths who wish to earn a little money toward preparing for a really worthy career, or to maidens who need remunerative employment while awaiting matrimony.

The economic and educational wastage that results from this failure to appreciate the difficulties of teaching in the lower schools is enormous. The investment in public education does not yield a tithe of the return that it could easily yield were the teaching population relatively stable and adequately prepared for its responsibilities.

The failure of the elementary school to hold more than one-half of the entering children through the seventh school year is to be charged very largely against this unfortunate attitude toward teaching on the lower levels. At least one-fourth of our elementary teachers are no more than boys and girls themselves, and have had in preparation for their responsible work no training that really deserves the name. Practically one-fourth of our elementary teachers would be disqualified to vote because of their youth, and yet we nonchalantly delegate to them a responsibility in comparison with which the privilege of the ballot is a mere bagatelle.

RECOGNITION OF IMPORTANCE OF RURAL-SCHOOL TEACHER.

The fundamental ideal I have proposed carries with it by way of corollary a second standard, namely, the recognition of rural-school

teaching as at least equal in its significance to any other branch of the public-school service.

To establish this standard would mean in many ways a complete reversal of our present practices. To-day the great majority of our immature, untrained, and transient teachers are in the rural and village schools. In typical States the average length of service of the rural teachers is not more than two years, as against eight or nine years for the urban teachers. An overwhelming majority of the rural teachers have not passed the age of 21 years, while tens of thousands of them are only 16, 17, and 18 years old. Again, the proportion of rural teachers who have had any training whatsoever for their work is so small as to be practically negligible, while the supervision which has been developed in city school systems, and which has done something to counteract the evils inherent in the public attitude toward elementary teaching, is practically nonexistent in the rural schools.

How severely the Nation suffers because of the neglect of the isolated schools of the open country and the small villages may be somewhat dimly comprehended when we remember that these schools enroll in the aggregate nearly 60 per cent of our boys and girls, and that a clear majority of the voters of the next generation will be limited in their educational opportunities to what these schools can provide.

The problem can never be adequately solved until we reserve for the isolated schools our very best teachers, making an appointment to such posts a distinctive honor, and providing a differential in salary that will counteract whatever superior attractiveness the urban service may present.

RAISE THE STANDARDS OF THE NORMAL SCHOOLS.

The State can not secure the best results by proceeding in high-handed fashion to interfere with individual schools, much less the Nation. There are, however, methods of attaining educational efficiency that are free from the stigma of centralized domination; such methods as publicity, competition among communities, the stimulus of State distributive funds, and, above all, intelligent and tactful State and national leadership.

One point at which the State can take direct action is in connection with the teacher-training agencies, and especially the normal schools. With the present marked tendency toward higher salaries for teachers, the one great obstacle that has hitherto handicapped normal-school development bids fair to be greatly reduced, if not entirely removed. We are justified, I think, in looking forward to the time

when competent young people will seek to enter public-school service in relatively large numbers. This will obviously make possible a much more rigid selection of candidates and an extension and intensification of their training.

WEAKNESS OF EXISTING STATE LICENSING SYSTEMS.

Hitherto the States have been unable to exert much influence upon local schools through the training of teachers. They have established normal schools, but the output of these schools has been absorbed almost completely by the town and city systems, leaving the rural and village schools with practically no benefit from the State's investment in normal-school education.

It is generally agreed that the minimum of preparation for a teacher should be not less than two years of education beyond graduation from a four-year high school. A careful estimate indicates that the proportion of our teachers who have reached this minimum is not more than one in five. Four-fifths of all our teachers, then, are to be classified as either quite untrained or deplorably undertrained.

This condition will remain as long as the States continue to license untrained teachers. To discontinue this practice will be a difficult task, for it will run squarely against a condition that has probably done more than anything else to depress the standards of the public-school service, namely, the attitude which regards teaching appointments in the local schools as the vested right of the local girls.

STUDENT SUBSIDIES THE ONLY SOLUTION.

To raise the standards to a level that will require two years of attendance upon a normal school as an inescapable condition of entering the service will meet with opposition from a very considerable number of families whose children will thereby be excluded. At least one-half of our teachers to-day come from families that are financially unable to support their children during two years of professional preparation away from home.

Personally, I believe that the only way in which this condition can be met is to provide for competent students subsidies or scholarships sufficiently generous to enable them to undertake proper preparation for the service without expense to their parents. If this policy could be adopted by the several States, the most stubborn opposition to the raising of standards would be silenced, and at the same time the normal schools could turn themselves unreservedly to their

fundamental task. At the present time they are handicapped in doing this, because they are competing with a licensing system that does not recognize the worth of training.

RADICAL REVISION OF PUBLIC ATTITUDE TOWARD TEACHING.

That the minimum standard of two years of education beyond high-school graduation is far too meager, almost every student of the problem agrees. As soon as possible this minimum must be raised to three years, and ultimately to four years, for all teachers. The unfortunate distinctions between elementary and high-school teaching must be eliminated, not by leveling the high-school service down, but by leveling the elementary and rural school service up.

To think of a condition in which every teacher will have the equivalent of a college education may be to indulge in idealism. Well, what of it? We have been matter-of-fact realists in education for a long time, and we see the result: A teaching personnel that is immature, transient, and untrained; salary schedules that have kept the public schools from competing successfully not only with the other professions but with relatively unskilled trades; a proportion of native-born adult white illiteracy that is disgraceful, and a total of limited literacy or relative illiteracy that passes the "threshold of stun": our rural schools pitiably weak; and standards of teacher preparation that have been authoritatively characterized as the lowest among all civilized nations.

A TOUCH OF IDEALISM NEEDED.

In the face of this record I believe that a touch of idealism is needed. We have operated our lower schools on a cheap, unworthy basis all too long. To continue this policy will be to compound the injustice that we have already done our children. It is time to indulge in idealism, and the appeal to idealism will not be lost upon our people.

I would appeal to the same idealism that freed Cuba; to the idealism that refused to accept a punitive indemnity from China at the close of the Boxer rebellion, on condition that the money should be spent on the education of Chinese students in American schools; to the same idealism that has developed in the Philippines educational facilities vastly better in many ways than those that a majority of our own children enjoy; to the same idealism that sent 2,000,000 men to France to fight the battles of democracy.

I would enlist that same idealism now in the cause of education here at home. *A competent teacher for every American child.*

WHERE ARE OUR TEACHERS PREPARED?

In introducing the next speaker, Commissioner Claxton said, in part:

It is generally accepted that if we want physicians we go to medical schools for them, and comparatively few men and women are practicing medicine who have not had some special education and training for it. If we want lawyers, we go to a law school for them, and not many are practicing who have not studied it. If we want engineers, of any kind, we apply to the technical schools that prepare engineers, and one is looked at askance if he applies for a position as engineer and has not had training for it.

Some countries have accepted fully the doctrine that if you want teachers you go to the schools that prepare teachers, and long ago there were States and Nations in which probably not more than 1 or 2 per cent of the teachers had not had a full professional training for their work. We have partially accepted it, and every State supports one or more normal schools, or provides for teacher training in State college or university. But practically nowhere have we fully accepted it. We shall have to do so before we have teachers who are trained, all of them, for their work.

THE SOURCE OF SUPPLY OF TEACHERS.

Dr. David Felmley,
President Illinois State Normal University, Normal, Ill.

Statistics that I have gathered, and estimates that I have based upon them, as related to the conditions that we had in our country before the outbreak of the war, lead me to believe that the 600,000 teachers, and somewhat more, that we had in 1916, taught on the average a little less than 9 years. The average teacher was about 24 years of age. She had begun her work at 19 or 20; she had already taught 4 or 5 years, and had about as many more years to teach.

As was pointed out by Dr. Bagley, possibly a majority of these teachers began their careers in the country, but the country career of the average teacher is a little over two years. She has then become a teacher of experience, and is translated to town. Now, if it be true that the average term of teaching was about nine years, we must recognize another fact in connection with it, and that is that, in those States where the standards of preparation for teaching are highest and most thoroughly insisted upon, the period in which the teacher continues her service is longer than in those States in which the standards of admission are low, and where constantly teaching

is taken up as a temporary occupation by many boys and girls. In Massachusetts, in New Jersey, and California, probably the service is longest, averaging considerably over 10 years, while in the States of the South and Middle West, in which standards are lowest, in which it is the easiest to gain a teacher's license, we find more temporary employment and consequently a much lower average term of service.

Now, if we find that one-ninth of the 630,000 teachers of our country must be replaced each year, it means that about 70,000 teachers in normal times are needed to fill the vacancies as they exist. The annual addition to our population means that about 6,000 teachers must be added to take care of the newcomers in our national life. Then there must be about 5,000 new positions filled annually because of the development of our school system. Thus it appears that we need in normal times about 80,000 new teachers that must be brought into our schools.

WHENCE DO THEY COME?

From 120 leading State normal schools three years ago there were graduated 14,921 teachers, and from the remaining State normal schools in our systems there were probably graduated about 1,500 more: that is, we had between 16,000 and 17,000 teachers graduated from our State normal schools, of whom, of course, nearly all entered at once the work of teaching. Then our colleges, I believe, add about 10 or 12 per cent of the number of new teachers supplied annually. From the city normal schools and city training schools, supported not by the State but by the municipality as a part of the municipal school system, we can count about as many more, namely, about 10 or 12 per cent added annually to our body of teachers.

Now, in addition to this group, comprising about 38 per cent of our entire teaching body who have graduated from normal school, from college, or from city training school, we have another group that we may call partially prepared teachers. I judge that the normal schools turn out into the schools annually people who have had not less than 12 weeks' work, fully one-third as many as have graduated; that probably 12,000 teachers that have thus had a touch of professional training go out into the schools each year, mainly in the country, as has been suggested.

And then we have many high schools in our country which are doing something to give what we may call professional training to the teachers that pass from the high schools, chiefly, into the rural and village schools. Fourteen States subsidize high schools or county training schools, giving them a measure of State aid, and it would appear from the statistics available that not far from 8,000

teachers have been added in these 14 States to the beginning teachers in the rural schools each year just before the war. In the remaining 34 States where there are no State subsidies, the school board in charge of the schools, in order that the town may discharge a part of the debt that it owes to the country surrounding, has frequently undertaken to train by giving a few courses, as they are called, in the common branches, sometimes some studies in pedagogy and psychology and the like, some preparation to the high-school graduates who are to go into the country.

From studies made in my own State of Illinois, in which we do not subsidize high schools and prepare country teachers, I believe that probably in these 34 States as many as 8,000 to 10,000 teachers who pass from high schools into the country have some measure of training that prepares them for their work.

AN ENORMOUS TASK.

After these deductions are made of those whom I may call trained teachers, and partly trained teachers, there still remain about 22,000 teachers, many of them with little or no high-school education, who probably have had no preparation whatever for their work, except a partial knowledge of the branches they are to teach, and the example of their own teachers which they more or less consciously imitate as they undertake to run the school. Now, if we are to raise the standard of teachers in our country, if we are to lift the 22,000 out of this vale of ignorance in which they live up to a level in which they will have some professional insight into their work, and if we are to improve the professional preparation of all the other groups that have been enumerated, it seems to me we have entered upon a work that is going to take a good many years to accomplish, and our best endeavors to accomplish it at all.

I believe that half of the teachers that are employed in the United States to-day are employed by school boards that have no conception of the value of what we may call professional training. If the teacher comes to them provided with a local certificate, and has had experience, they ask no more questions, but consider, of course, that he or she is amply prepared for the work.

CERTIFICATE REQUIREMENTS MUST BE RAISED.

Now, along what lines shall the elevation of this body of teachers take place? In the first place, we should urge our respective State legislatures to raise the certificate requirements. We should ask them to provide that none but high-school graduates be admitted to examination. In our own State of Illinois we found it impossible to secure from the last legislature even so much of a concession as

that to the principle that teachers should have at least fair scholarship in these subjects which they propose to teach.

In the second place, we need to convince school boards, school officers of every sort, administrative officers, legislators, and the teachers themselves—that is, those who propose to be teachers—that there is such a thing as professional training that is worth while.

As a matter of fact, the whole movement for the improvement of public education in this country rests upon the belief that there is such a thing as professional knowledge that a teacher needs, just as there is medical knowledge that the doctor needs, and legal knowledge that the lawyer needs, and engineering knowledge that the engineer needs.

THE SCIENCE OF EDUCATION.

The fundamental idea that underlies the normal school is that principle stated long ago that there is an order in which the powers of the mind develop, and that there is a material that is of the best service in developing these powers of the mind; and hence, taking the idea that education is fundamentally development, it is the business of the teacher to find out that order in which the powers develop, and to find out the material that best will administer to this development. It is upon that that the normal school rests. And so, in the normal school we set out, first of all, to study children, in order that we may understand the laws that govern their physical, their mental, and their moral development.

And then, too, we study the curriculum. We study the curriculum not only from the standpoint of the sociologist, to determine the subjects in this curriculum that are going to be of most value after a while, what knowledge is of the most worth in order that the boy and girl of to-day may function as the useful citizen of to-morrow. But we also study the curriculum in order that we may arrange the subjects and the topics in these subjects in what we call the pedagogical order. We propose so to determine what the attitudes of the child are, what his interests and tastes are, what his powers are, what his natural mode of approach to a subject is, that we shall organize these subjects of study in this professional way.

The professional reorganization of the subjects of study is the most important single piece of work, I think, that we do in the preparation of teachers; and it is that particularly that distinguishes the work of the normal school from the work of the liberal arts college.

TEACHING SHOULD BE DONE IN THE SPIRIT OF SERVICE.

But it is not only in this that the work differs. We have already been told that teaching is a species of service that requires the

highest consecration, the finest idealism, the recognition that the teacher holds the destiny of his country in his hands as no other type of citizen does.

In order to develop that spirit of consecration, we need to have the teachers in an atmosphere that is surcharged with it. We do not find that atmosphere in any school where the department of education is merely a sort of appendix or annex to the more important part of the institution. In the liberal arts college one obtains a liberal education. If he gets a professional education, it is an incident rather than his main purpose in attending. And the converse is true, not primarily, but incidentally, that in the normal school does one obtain a liberal education. First of all, he attains a professional education. Most important of all, he learns to dedicate himself to the cause of education.

I take it that the normal school is, in all countries where there is to be found a public system of education, the State's chief agent in the training of teachers, and as such it is the business of the normal school to determine the ideals, to set up the standards, to create the professional atmosphere, and to send out the men and women whose call is to educational leadership.

If we are to have a well-equipped teacher for every child in the country, it is to be through the development of our normal school system, by increasing the extent of the work, by multiplying normal schools, by extending their curricula, by lengthening their courses for such teachers as can find it expedient to continue their work, and by preparing teachers for every phase of the public-school system. It is in this direction that we must hope for the better day.

II. ADJUSTING THE SCHOOL TO NEW CONDITIONS.

SELLING THE IDEA OF GOOD SCHOOLS TO THE PEOPLE.

Hon. William L. Harding,
Governor of Iowa

[Address of the presiding officer at the opening of the session, May 20.]

The new slogan is, "All must be educated." The modern notion is that the school exists for boys and girls, and not boys and girls for the school. It is the duty of the State to furnish every child an opportunity early in life to find out what he can do, and then to prepare him to do that thing well.

THE SCHOOL MUST SHOW THE WAY.

The business of the school is to fit boys and girls to live to-day and to-morrow in a practical and in an idealistic world. Education

must, therefore, do two things: It must see to it that the individual becomes self-supporting, and it must enable the individual to contribute something to and enjoy the benefits of the higher life. It is not enough for him to live; he must contribute something to civilization. That education which does not enlarge the faculties of the individual to enjoy the good and noble things of life and make for contentment is a failure.

The child of to-day faces a new and changed world from that which confronted the child of yesterday. The school must anticipate to-morrow. The school must lead and show the way.

The fact that the school is a beacon light ought to cause men and women to give it their very best. We ought to be able to go out to the young men and women of this country with an appeal for the public school that shall be irresistible, for there is no field that offers greater opportunity to render service to the world than that of the teacher in the public schools.

INCREASE OF LEISURE THE SCHOOL'S OPPORTUNITY.

The work of the world is done more and more by brain and not by hand. One person does now with machinery in a few hours what it formerly took scores of persons weeks to perform. Consequently, there is more time to-day for play, study, idleness; and it is the opportunity of the school to reach out now and take the time that shorter hours of labor have given to the men and women of this country and make some use of it.

The rural school has perhaps more problems to meet because of changed conditions than has the urban school. Primarily, with the rural school lies the solution of the problem of keeping enough folk on the land to feed the people. The attractiveness of farm life should be a theme running through every course of study, not only in the country school but in the urban school as well.

THE SCHOOL THE COMMUNITY CENTER.

Rural-school improvement is a matter intimately connected with better transportation. As the roads of the community are made better, the schools can be consolidated and their efficiency increased.

The rural school should be made the community center. The old-time lyceum or debating society should be revived. Father and mother and children went to the schoolhouse together in the old days under that institution, a wonderful institution.

The schoolhouse should be used six days and evenings in the week, and 12 months in the year. We have too much money invested in school property to have the door locked so much of the time. In my State alone, according to the last estimate I had, we have over

$50,000,000 invested in school property. And then, think of using it only 3, 4, 5, or 6 hours a day, 5 days in the week, and 8 or 9 months in the year! No banking institution, no manufacturing institution, could prosper under those conditions.

INCREASE THE RETURN ON THE INVESTMENT.

The way to reduce school taxes is to increase the return on the investment. The way to increase the return on the investment is to have the school touch more people. With $50,000,000 invested, the schools reach, say, 1,000,000 people. Make the schools touch 2,000,000 people, and you could add one-fourth of the investment and still be saving money. You have here a banking proposition that you could sell anywhere to a financial expert.

The school should be a magnet, attracting every person in the community. Wherever there is a community in which that is not true, the school is not living up to its opportunity. The greatest difficulty with the school to-day is that it is not appreciated and used by the community in which it is located.

A CAMPAIGN OF EDUCATION TO SELL THE SCHOOLS TO THE PEOPLE.

One thing absolutely essential to a good school system is interested, active parents. They are the folk that make the schools. We need a campaign of education to arouse the parents of America to the fact that the schools are their property; that they are in their care and keeping; and that they need their everyday attention. I hope there will come out of this meeting a group of men and women on fire to go back and preach this gospel.

We are having trouble in this country to-day to keep the boys and girls in the high school. Why? Because you have not told the boys and girls what the high school is!

If a commercial house had education to sell, and repeat orders were in proportion to first orders as high-school graduates are to the entries in the grades, that commercial house would go bankrupt. Now, do not lay all this at the door of the teacher. It is not the salesman's fault if the goods do not sell if they are of honest quality.

The commercial house to-day advertises its goods, and we must advertise the public school in America if we expect to sell it to the boys and girls. Education must be popularized. It ought to be the popular thing to be at the schoolhouse.

SCHOOL-TEACHING A PROUD PROFESSION.

The teacher should be paid a suitable wage—that ought not to require discussion. The teacher should be employed and paid for

12 months of the year, and contracts should run for a period of not less than five years. And the school district should, out of its own pocket, see to it that the teacher is decently housed.

Teaching should be made a profession. The standards for admission should be high and inflexible. A man can not practice law until he meets the requirements of the State. It makes no difference how scarce lawyers are; he can not get in.

The lawyer represents your property rights in court; the teacher represents the constitutional rights of boys and girls. Which of the two are the more sacred? Shame on America for having been asleep!

Make of teaching a profession, so that men and women can enter it for a life's work and be in position to say, "I am a teacher, and proud of the profession!"

MEETING NEW TESTS OF RURAL AND URBAN LIFE.

Dr. Albert Shaw,
Editor The Review of Reviews, New York City.

Education is the vital process by virtue of which the Nation renews itself and advances upon the lines of its higher destiny. Education, therefore, is the essential phase of all statesmanship in a democracy, and not a separate and distinct interest.

It is quite conceivable that the educational process, broadly speaking, would go forward through a hundred other agencies if our vast mechanism of schools and special institutions for formal instruction were allowed to fall into decay and disuse. Human faculties would somehow find training, and a great heritage of information and of culture would be transmitted to the new generation. But the damage would be calamitous, the loss would be almost incalculable, before readjustment could be made.

PROGRESS COMES OF CONSCIOUS EFFORT.

Civilization can not maintain even its present levels without forethought, public policy, and constant effort through the use of recognized instrumentalities. Certainly higher levels can only be attained through still bolder and wiser proposals, the conscious adoption of policies, and the further creation of practical means toward idealized ends.

For my part, I am inclined to welcome rather than to lament some of the sensational predicaments in which we now find the country involved, because the country can not well solve its problems until it understands what those problems are. And it will

not fix its mind upon them with concentration until they present themselves as crises.

The school situation has long needed radical improvement. It was hard to improve it, however, because there was so little public realization of the need.

Every child should be made secure in his right to the safeguarding of his health, in the development of his physical and mental power, and in his specific training for a useful part in the life of the nation. And what is that national life in which the child is to have his part? First, it is a life of cooperative effort for maximum economic production, and for relatively equal distribution of the results of such cooperation; second, it is a life of associated activities on a plane implying intelligence, self-respect, personal and family dignity. It implies the extinction of poverty, along with the abolition of ignorance and inefficiency.

A NATIONAL MENACE CALLS FOR A NATION-WIDE REMEDY.

This conference will deal with many phases of the school situation, both general and technical. I have merely this one broad view to present, namely, the need of a bold policy that must be as definite and as fundamental as the policy adopted three years ago when the country entered upon war.

At that time it was believed that the nation faced a menace, and it adopted the means that the particular emergency required. It was a military menace, and we rose to meet it, using means adapted to the ends in view. Now we have a different kind of menace, but a real one. And we shall not deal effectively with it unless we are convinced that there is such great reward in meeting it successfully that we can abundantly afford to pay the cost.

The menace of war confronted us in our national capacity, but we met it with measures both national and local. I believe that the dangers to our civilization that confront us now are also nation-wide in their character, and that the case is one for national diagnosis, and to some extent for national remedy.

The diagnosis can be made by the application of various statistical tests, and by the summarizing of numerous surveys that have already been made. The conditions to be met affect our social structure as a whole. The school crisis now affords the most striking illustration of these conditions, and may be regarded as the most central fact.

THE DEFECTS TO BE REMEDIED ARE FUNDAMENTAL.

First, we are confronted by the appalling shortage of teachers. The war has resulted in doubling the cost of living, and the pay of the salaried classes responds more slowly to such changes than the

wages of labor. I will not enter into that phase, because, though overwhelming in its immediate effects, it is not as fundamental as some people consider it.

Much more fundamental are the facts about the training and fitness of teachers, the work of the schools as related to the ends and objects of education, and the distribution of schools as regards the needs of the population and the broader aims of public policy.

There was a period within the memory of men and women now living when, in the United States, the average conditions of country life were more favorable than those of town life. These conditions have changed with the great progress of industry and commerce and the massing of wealth in urban communities. There has been steady increase in educational plant and opportunities, because the great town has been permitted, by the policy of the State, to draw upon its concentrated resources of wealth, to provide school facilities of a superior kind. Meanwhile the prevailing type of school in the country has remained the one-room, one-teacher establishment, far less effective in its relation to the rural community than the country schools of 50 or 75 years ago.

GROSS INEQUALITY OF EDUCATIONAL OPPORTUNITY.

A sound policy under which country life would flourish would not be at the expense of the towns in the long run. On the contrary, the increased wealth, comfort, dignity, and happiness of rural life would sustain and enrich the towns. As matters stand to-day the children of foreign-born parents, who are predominantly to be found attending the admirable schools of the cities, are having spent of public money for their education and training at least several hundred per cent more per individual than the average child of older American stock living in the farming districts.

The consequences begin to appear in a State like New York. In the earlier day the country districts developed leaderships. At the present time the superior facilities of the towns and cities are producing the vast majority of those who are coming forward in the professions, in the control of capital and business, and in the management of politics and government.

I should not diminish in the slightest measure the free opportunities that are now afforded in New York City, let us say, for the elementary instruction of all the children and for the advanced instruction of as many as choose to continue in school. But it seems to me a most appalling thing that the State as a whole should fail to see what is at once its clear duty and its great opportunity.

The small country district, unaided, can not possibly provide suitable educational facilities for its children.

THE FARMER'S CHILDREN SHOULD NOT BE PENALIZED FOR STICKING TO THE FARM.

I am not here to prescribe details of a needed reform. The principles, however, become evident when one surveys the deplorable conditions. The State should regard its rural population and its landed domain as its two most essential assets. It should adopt policies which will stimulate rural life and bring back the lands to fertility and to full production.

To bring about the needed improvement will require a considerable period of time, and the careful adoption of a series of stimulating measures and policies. But the first and foremost of these policies should grow out of the principle that *the farmer's children are not to be penalized for sticking to the farm.*

The consolidated country school should not be the rare exception, but should be the universal rule. The burden of its creation and support should no more be thrown upon the immediate farm community than the burden of the graded schools of New York City, for example, should be thrown exclusively upon the parents of the children who are assigned to each particular schoolroom. As much pains should be taken by the State of New York to create institutions for the rehabilitation and the modernizing of country life as the authorities of New York City have taken in creating such marvelous institutions as the Washington Irving High School, with a hundred vocational specialties, the City College for young men, Hunter College for young women, various manual training and technical schools, and so on.

HALF-WAY MEASURES WILL NOT SUFFICE.

The problem should not be approached in a drifting or dribbling way. It should be met squarely, on large lines, by men of vision and of courage.

I do not believe in meeting the crisis caused by the shortage of teachers with mere palliatives and with pitiable, temporizing measures. I believe that we should turn the tables completely and meet the crisis by the adoption of bold policies. The profession of teaching is not destined to decline, but, on the contrary, has ahead of it, in a future not long distant, such opportunities as should invite thousands of young men and women to train themselves for what is to be decidedly the foremost of the professions.

I end, as I began, in expressing the belief that the present crisis will lead us to see the need of adopting large policies, in order not only that teachers may be paid a living wage and schools maintained, but that education in the broadest sense may be treated as the supreme object of statesmanship. The further continuance of our American

institutions now depends upon universal training for citizenship and upon the prosperity and success of our social and economic life, rural as well as urban.

A PRACTICAL PROGRAM FOR THE DEVELOPMENT OF THE RURAL SCHOOL.

Hon. Thomas E. Finegan,
State Superintendent of Public Instruction, Harrisburg, Pa.

We have a very definite American policy in public education. So far in the history of this country each State has been held responsible for its system of education. Each State has generally adopted a platform on education. This platform is found in the State constitution, and it expresses with more or less elaboration and embellishment the requirements which the State exacts in public education.

The provision in the constitutions of nearly all the States of the Union is, in substance, as follows: "That the legislature shall provide a system of free common schools wherein all the children of the State may be educated." This constitutional mandate presupposes that every boy and girl in the State shall be given an equality of educational opportunity.

THE STATES HAVE NOT MET THEIR OBLIGATIONS TO CHILDHOOD.

Notwithstanding the fact that nearly every State has put into its constitution this fundamental principle of the State's obligation in public education, there is not a State in the Union which has yet complied with these plain provisions and given to the boys and girls an equality of opportunity in education. Those who live in the country districts have not been provided facilities for obtaining an education which are in any respect the equal of the facilities which have generally been provided in all populous centers.

There is no other institution in America which has made so little progress in the last century as the rural school. Is this great, rich Nation to tolerate this condition of affairs for another century? Or shall we comply with the plain demands which have been determined to be the American policy in education?

PROBLEM OF THE RURAL SCHOOL MUST NOT LONGER BE NEGLECTED.

Make no mistake—the rural school is one of the great problems in American public education to-day. Eleven million boys and girls are in attendance upon the rural schools of America. And the rural school problem is one which is just as vital to the people of the cities as it is to the people of the country.

There are certain factors which enter into an efficient school:

1. The period of time for which the school is maintained.
2. The school buildings and equipment.
3. The course of study.
4. The teacher.

During the past two or three weeks I have been traveling somewhat out in the open in four different States. I have not seen a rural school in session in any one of these States this month. The doors are locked. The people have maintained school for the period of time which the law requires, and then they have closed these schools, in many cases for five, six, and seven months of the year.

In my own State the time which the rural schools are in session is seven months or 140 days. The time which the city schools are in session is 10 months, or 200 days. Is there anyone who will argue with me that the boys and girls who live in the country districts and attend school for 140 days, and in many cases for only 100 days, are receiving the same efficient instruction and the same general education that boys and girls receive who attend school for 200 days in villages and cities? Of course not.

We must, therefore, agree that, if we are to apply the plain principles of common justice, the schools in the country districts must be maintained for a period of time equal to that for which schools are maintained in the villages and cities.

GREAT DISPARITY IN BUILDINGS AND EQUIPMENT.

Consider the second factor which I have suggested. Compare the building and equipment of the typical rural school with the corresponding facilities provided in the cities. Take into consideration all the aids which have been provided in the city schools by which the teacher may illustrate the work in the classroom and make a more vivid and lasting impression upon the mind of the child. And then compare with these the little one-room school buildings, the great majority of which are in a dilapidated condition, and the meager equipment available for the teacher's use. If equal justice is to be accorded to all boys and girls, we must begin at once to remedy this gross inequality in school buildings and equipment.

Again, because of the large groups of children which have been brought together in the city schools, it has been possible to segregate many of those needing special attention, and to provide for their needs in ways which would otherwise be impossible. In these centers, in addition to the general work for the normal children, we are thus able to provide for the unfortunate child—the crippled, the blind, the deaf, the tubercular, the anemic, the mentally deficient, and others.

You know how impossible it is, under existing conditions, to give special attention to children of these types in the country schools.

SHORTCOMINGS OF THE COURSE OF STUDY.

The third factor is the course of study. The typical rural school may contain 15, 20, or 30 children; all grades are represented; all subjects in the curriculum must be given consideration by a single teacher. The situation reminds me of a trolley terminal, where the cars are scheduled to run out every three or four minutes to different parts of the city.

In this school we find a small group of children marching up to the recitation seats, and after giving a few minutes' consideration to the lesson they march back and another group comes up and takes its place. And so the process is continued every 7 or 10 minutes through the entire day. What kind of instruction is it possible for a teacher to give in a school with a program organized on this basis?

The course of study in any school should be connected with the living conditions of the community in which the school is maintained. How is it possible in these one-room rural schools to maintain and administer efficiently courses of study properly related to agricultural interests and home making, as well as the general courses of study which shall be of cultural value equal to the courses which are maintained in village and city schools? At whatever cost, we must make it possible for these 11,000,000 boys and girls in the country, who are soon to become citizens of the States and of the Nation, to pursue courses of study which have practical and cultural values equal to those which are provided in the cities and villages.

Again, you are all familiar with the revelations of the Army draft examinations. You recall that the boys who came from the country districts were not in as fit physical condition as the boys who came from the cities. Every program of study for the country schools must include a comprehensive, scientific plan for instruction on health.

The medical inspection which has been developed in this country is ineffective. It simply reveals the physical defects now existing. Health instruction must be put upon a broader and more comprehensive basis, and must provide for the instruction of all children of the Nation—in the country districts as well as in the cities—in the fundamental matters of health, and for the purpose of preventing the development of the physical defects which are so common in these days among children.

A NEW TYPE OF RURAL TEACHER NEEDED.

A fourth and vital factor in an efficient school is the teacher. A great majority of the teachers in the rural schools have themselves

not had an education beyond that provided in the elementary course of study, and have had very little or no professional training of any kind. Yet we expect these young people of limited instruction, of immature judgment, of small vision, and with no adequate outlook on life, to go into these schools and to train and develop good American citizens from these 11,000,000 children. This is an utter impossibility.

We must entirely reverse our policy, based on the theory that any person is qualified to teach in the country school, and adopt the theory that the country schools demand the best teachers in the school system. We must offer a premium in compensation, if necessary, to teachers who will go into the rural community and perform the real work which needs to be done.

We must establish institutions whose sole purpose shall be to prepare teachers for the rural schools, and these schools should be associated with consolidated schools in rural regions.

How are we to accomplish these things? When the general policy of the Nation is to build consolidated schools wherever feasible, we shall be able to train teachers effectively for the rural schools. When we provide buildings and equipment which are the equal of those provided in the villages and cities; when we maintain schools in the country for a period of time equal to that which prevails in villages and cities; when we offer courses of study in the country equal in every respect to those offered in the villages and cities, then we shall be able to accord equal justice to the 11,000,000 boys and girls living upon the farms of America, by affording them educational opportunities which shall be the equal to those afforded the 11,000,000 boys and girls living in the villages and cities of America. Then we shall redeem the shortcomings in America's policy of education and comply with the fundamental laws of the several States as expressed in their constitutions.

AN ADEQUATE PROGRAM OF PUBLIC EDUCATION.

DR. FRANK E. SPAULDING.

Dean, School of Education, Yale University, New Haven, Conn.

It is high time to take the offensive in the struggle for education. We have been on the defensive long enough, trying merely to retain the ideals, the standards, the types, the quantity, and quality of education that prevailed up to three years ago.

We are not succeeding in our defensive. The old standards are not being maintained; teachers are deserting the profession in ever-increasing numbers. More and more schools are being closed, terms shortened, or children intrusted to the ministrations of the unprepared and the incompetent.

Discouraging as this trend is, the outlook for the future is still more discouraging. For, in spite of frenzied activities throughout the country in the raising of teachers' salaries, the enrollment in teacher-training institutions has steadily fallen off, until many such institutions are closed, and most of those continuing are running with greatly reduced numbers of students.

The occupation of teaching—as a whole, we are not justified in calling it a profession—is being deserted in the present and shunned for the future.

A WHOLLY NEW PROGRAM NEEDED.

We must change our policy. We must face forward instead of backward. We must launch an educational program that will completely swallow up the old program. We must launch a program so extensive, with such high ideals and standards, that in comparison the old deteriorating program will look like the outgrown program of a past age.

And that is just what it is. The old program was launched nearly two centuries ago. True, with the years, that program has grown: it has been improved in details; it has been adapted in some slight degree to changing conditions; but fundamentally in principle and in aim our educational program has remained down to the present moment the program of 200 years ago.

That program set as its goal the equipment of all the children of all the people with the most elementary tools of knowledge and a few years' academic instruction for leadership of a few select youth.

The passing years of two centuries have seen the range of that academic instruction much enlarged and some good beginnings made in vocational training for a very few of our youth. But how far we have fallen short of achieving the goal of equipping all children with the most elementary tools of knowledge recent Army records revealed in a startling manner. In this we had failed with 25 children out of every 100.

But that old program, even if its aims were realized up to 100 per cent, is grossly inadequate to meet the educational needs of the present day, and I am not speaking in disrespect of that program. Quite the contrary. It was a noble program for its times—a program magnificently conceived to meet the popular educational requirements of a past age, a program in its day well calculated to lay the foundations of universal knowledge and intelligence, indispensable to the maintenance and development of a democratic type of government and popular institutions.

But the age which produced that program for its own use has passed. The constituent elements of our population have changed; conditions of living and of making a living have changed; popular

conceptions of governmental and industrial control of human activities are changing.

We are no longer a homogeneous people, chiefly of a single race, with a common background of fundamental experiences, customs, and ideals. For the most part, we no longer live, at home, the isolated life of primitive farmers, and as a nation our days of exclusiveness are over.

We are all the races of the earth, speaking all the languages of the earth, bringing together and tending to perpetuate in our American homes the memories of all the fundamental experiences, customs, ideals, jealousies, and antagonisms that have been developed under every Government of the world; we live, in rapidly increasing numbers, huddled together in the congestion of cities, great and small, which often means, paradoxical as it sounds, greater isolation than life in the sparsely inhabited country; in increasing numbers we are working for a daily wage, with no intelligent interest in the product of our labors; every sane citizen knows that, as a nation, we must henceforth bear a responsible part in the affairs of the world or have our place dictated to us.

This new age in which we live, developed, of course, gradually for generations out of the age that is past, but perhaps best marked off from that past age by our entry into the World War in the spring of 1917; this new age must have an educational program adequate to the conditions and problems of the present, a program susceptible of expansion and adaptation to the problems of the age as it develops, serving this age until it, too, like the ages that are gone, shall give way to a newer age.

What must this program be? What must be its scope and its aims?

An educational program for the present age will not be characterized by a sudden break with the old program, any more than the present age is marked by a sudden break with the past age out of which it grew. As the age, so the age's fitting educational program must grow out of the past. The new program, which present conditions and problems demand, must accomplish all that the old program attempted; but it must also set for itself additional and higher goals.

THREE MINIMUM OBJECTIVES.

An adequate program of public education for the present day and age must set for its achievement three definite, but closely related, objectives. Stated in simplest terms, these are:

First. Essential elementary knowledge, training, and discipline.

Second. Civic intelligence and responsibility.

Third. Occupational-economic intelligence and efficiency.

This program must seek the achievement of every one of these objectives, not with a selected few or even with a majority, but with every one of the children and youth of the land, native born and immigrant. This program must seek these achievements, not with pious wish and half-hearted effort, but with most vigorous determination, accompanied by measures adequate to the achievements sought.

So obviously essential do these three objectives of an adequate educational program appear, we are likely to miss their full import. Are not these exactly the goals toward which our schools throughout the country have been striving? No; far from it.

As a whole, the school systems of America have not been seriously trying to achieve even the first and most fundamental of these objectives; they have not seriously tried to teach all children even to read and write, to equip them with the barest essentials of the tools of knowledge.

The most that can be claimed for the school systems provided for millions of children is that they have set as an aim the teaching of reading and writing, not the teaching of all the children for whom they are responsible, to read and write.

This is not a difficult task, but it does require some knowledge and skill on the part of the teacher; it does require time and effort on the part of teacher and pupil. But these simple essentials have not been seriously devoted to the task in the case of some millions of children every year.

Schools open only a few weeks in the year—in nearly a third of the States the average is only 20-odd weeks, which actually for many schools means several weeks less: attendance in many States virtually voluntary, in few States assured by adequate attendance laws, adequately enforced; unattractive schoolrooms; uninteresting work; scores of thousands of incompetent, transient teachers, mere girls, themselves uneducated; these are the all-sufficient justification of the assertion that, as a whole, the school systems of America have not seriously tried to teach all children even to read and write.

And the actual, measured results, 25 young draft men in every 100 unable to read, are the conclusive answer to any argument or protest against this humiliating assertion.

And as for the two other proposed objectives, civic intelligence and responsibility, and occupational-economic intelligence and efficiency, no single State, no single county, city, or township in the United States has ever even proposed either of these achievements for all children and youth, and backed up the proposal with practical plans that could possibly lead to the proposed results with the majority of the children and youth concerned.

Only in the most progressive school system are a select few, who voluntarily continue their schooling through the secondary period.

getting a fair opportunity to develop civic and industrial-economic intelligence, responsibility, and efficiency. Even in the best secondary schools all too little emphasis is usually laid on instruction calculated to achieve these ends. Especially is the development of sound civic and industrial-economic intelligence in need of more attention. Vocational skill, which many schools are now teaching with success, does not necessarily imply vocational and economic intelligence. Nor does knowledge of principles and plans of civic organization, which only a few secondary pupils acquire, imply the feeling and resolution of civic responsibility.

Now, these two objectives, like the first objective, are entirely practicable. Their realization, however, depends absolutely upon competent teachers in sufficient numbers and upon the devotion, under favorable conditions, of these teachers and of the children and youth concerned—not of a few of them, but of all of them—to the task in hand until it is accomplished.

MEASURES NECESSARY TO MEET THESE OBJECTIVES.

If we really want to accomplish these three practicable objectives for all the children and youth of America we must make radical changes and extensive enlargements in our present school systems and programs.

The achievement of the first objective, the equipment of every child with the necessary tools and habits of knowledge and general intelligence, demands that elementary schools, under competent teachers, shall be universally accessible, every one of them maintained for at least 36 weeks per year, and that all children from 6 to 7 to about 14 years of age, or until the eight-year course is completed, shall be in continuous and regular attendance.

The achievement of the second and third objectives, civic and occupational-economic intelligence, responsibility, and efficiency, demand an appropriate school organization and program of their own; these objectives can not be forced upon the elementary schools. Elementary teachers generally can not be expected to possess the necessary qualifications, and even if they did children of elementary school age are quite unequal to these achievements, which require the development of mind and body that comes only with the growing maturity of youth.

These achievements belong distinctly to the secondary school age: that is, to the age from about 14 to 18. That the foundations, even, of civic and occupational-economic intelligence and efficiency may be laid in the lives of all our youth, boys and girls alike, secondary, or high-school education must be made just as universally accessible and required as elementary education.

Full-time secondary schools, under competent teachers, must be provided for all who elect to devote their full time to their education from 14 to 18 years of age. Part-time or continuation schools of secondary grade, under equally competent teachers, must be provided for all other youth of these years who devote the larger part of their time to some regular employment.

The major effort, however, even of these youth, must be controlled by the school. Their education must have the right of way over industry. Their hours of schooling, which should not be less than eight per week, should occupy a favored place within the day's work, should never be added to an otherwise full day of employment.

The actual and universal realization of these civic and occupational-economic objectives requires that all youth attend either part or full-time secondary schools as regularly and continuously as all children must attend elementary schools.

There is not time to elaborate or to go into details concerning the definite courses of instruction that these universal secondary schools should provide. The statement of the objectives which they are to attain is sufficiently suggestive of the scope and the character of the instruction that they must make effective.

Extensive as this program of universal elementary and secondary education is, extensive as the necessary provisions for carrying it out must be, in comparison with anything that has yet been attempted, it is barely a minimum program. Nothing less will suffice.

What would you leave out? Universally efficient elementary schools, and let one-fourth of the youth of the land continue to start the journey of life under the handicap of the most elementary ignorance? Or would you continue to neglect to give suitable instruction for the general development of civic and occupational-economic intelligence, efficiency, and responsibility? The appalling need of such instruction is only too evident on every hand. Dare we longer to withhold it?

A FINAL YEAR OF INSTRUCTION, DISCIPLINE, AND TRAINING FOR ALL YOUNG MEN.

But a really adequate program of universal education, suited to the conditions and needs of this country to-day, should culminate in a democratic school which every male youth from 18 to 20 should be required to attend for a full year.

The instruction and training in this school, carried on by the most competent teachers, should cover the widest possible range, suited to the utmost variety and degree of physical and mental talents that a million young men from every walk and condition of life could bring together.

But the foundations and the primary purpose guiding all this varied instruction should be the development and the inspiration of civic and occupational-economic intelligence, talent, efficiency, and responsibility.

This universal school of youth should enroll not only every native-born son of America for a 12-month period before he enters on the full responsibilities of citizenship; it should enroll also for at least a year every newly arriving immigrant from 18 to 25 years of age. Passage through this school of youth and democracy should be the prime condition of enjoying the privileges of American residence and ultimate citizenship.

Even with the promptest establishment that is practicable of the basal elementary and secondary school features of this program, it is only through some such universal school as this that we can hope to deal, tardily but more or less effectively, with the prodigious legacies of illiteracy, civic and occuptional-economic ignorance, incompetency, and irresponsibility that we are daily inheriting from the inadequate educational program of a bygone age.

This program will not enact itself. Three things are essential to its realization. First of all, the people of America—the thoughtful, constructive leaders of the people—must believe in it, must determine to have it.

Our public schools are the most popular, the most democratic, the most popularly and democratically controlled institution that we have. As a people we are wholly responsible for their present condition.

Our schools to-day represent the resultant of a little active, progressive thought and demand of much passive, complacent acceptance, and of a vast deal of indifference and neglect. A little more temporary attention here and there, impatient, detailed criticisms of their defect; lamentations over their shortcomings; greatly increased expenditures to hire teachers to remain at their desks; these things won't even check the progress of the schools' deterioration.

The whole problem of public education must be taken vigorously in hand; the most earnest thought of the best minds of the nation must be concentrated upon it; the most vigorous and widespread resolution must set our public educational enterprise on that vastly plane which the educational needs of the present age demand.

A practical, comprehensive, forward-looking, adequate program of public education, like the one that I have outlined, or a better, must be preached throughout the land, until its significance is grasped by the popular mind, and its realization demanded by the popular will.

A NEW GENERATION OF TEACHERS NEEDED.

Following the popular determination to set up and maintain an adequate system of universal education the next requisite is a sufficient number of competent teachers. They do not exist to-day. Thousands of schoolrooms are closed; hundreds of thousands more are in charge of people quite unprepared to meet the responsibilities of their positions. I am not speaking unguardedly, but strictly within the limits of the most reliable available figures based on careful studies and estimates, which indicate that approximately one-half, or more than 300,000 of all the public-school teachers of America, have no education beyond that of high school, and tens of thousands of these only a meager elementary education. The minimum standards in any fairly good system—and these standards are too low—now require two years' education beyond high school.

But the program that I have outlined, far more extensive than present programs, will necessitate a large increase over the number of teachers now required. This increase will amount to not less than 150,000, of whom at least one-half should be men, for their services will be largely required in schools of secondary grade.

Hence, it can be readily seen that serious preparation for the realization of an adequate program of public education for America involves the education and professional training of a full half million teachers!

How is this startling number of teachers to be secured? Is not the mere suggestion preposterous in face of the continued failure to secure a sufficient number even to meet the present requirements?

What more inducements can be offered? Have not wages been increased with unprecedented frequency and by unparalleled amounts? Have not present low standards of educational fitness been made still lower, or waived altogether? Yes: all this has been done; and yet people offering themselves as teachers, almost on their own terms, are falling further and further behind the mere numbers required.

A VIGOROUS, FORWARD-LOOKING CAMPAIGN.

The fundamental trouble is that we are on the wrong track, faced in the wrong direction, looking backward instead of forward. We are on the timid, shrinking defensive, when the situation demands bold, broad-minded, vigorously aggressive action.

Continuously and increasingly during the last two or three years public-school teachers have been advertised throughout the length and breadth of the land as never before. Popular magazines, the daily press, the movies, pulpit, and platform, have pleaded the humanity of their cause with eloquence and reiteration; but in doing

so they have universally painted a picture of worried and trying, nagged and oppressed, unappreciated service at starvation wages that is being rapidly deserted and increasingly shunned by the competent and independent.

The public has been, or is being, rapidly educated to this point of view: the public, even the most unskilled laboring public, is looking with compassion on the teacher. Is there required any further explanation of the continued desertion and shunning of the profession?

I repeat, it is high time for the most vigorous offensive campaign, a campaign primarily directed not to the exploitation and relief of the sufferings of teachers, but rather to adequate provisions for the needs and the rights of all the children and youth of America. Such a campaign, worthily prosecuted, will concentrate popular attention on interests that are the most abiding and the dearest to the hearts of the vast majority of our adult citizenry, the interests of our children and youth. With popular attention so concentrated, the popular resolution to see that those dearest interests are adequately served will not be lacking.

Those fitted, really fitted, and called to minister to these most precious of all interests will cease to be looked upon with compassion even by the lowliest; they will command the respect even of the highest.

Present a service demanding the most thorough preparation, a service offering an honored career of influence and responsibility, worthy the talents of the ablest men and women—for such the teaching service really is—and there will be no lack of competent competitors for enrollment in that service.

COMPETENT SERVICE MUST BE DEMANDED.

Of course such service must be adequately paid, paid on the average several times as much as the inadequate, incompetent, and flittingly transient service that is tolerated in scores of thousands of schoolrooms to-day.

We must persistently concentrate attention and demand on competent service; then pay what it costs to get that service. When this becomes the rule, all competent teachers, and none others should be employed, will be sufficiently remunerated.

But all this will involve, in the aggregate, greatly increased expenditures. And this is the third indispensable on which the realization of an adequate educational program depends.

Such a program in full operation will necessitate the annual expenditure of at least three or four times as much as has ever yet been so spent. The total sum, two and one-half billions or more,

is staggering; but equally staggering are the numbers of children and youth to be educated, rapidly approaching twenty-five millions.

NEW PLAN OF SCHOOL FINANCE ABSOLUTELY ESSENTIAL.

The figures of cost, however, make a very different impression when reduced to a per capita basis. How much and how competent educational service can we expect at an annual cost of $35 per pupil—about the present average expenditure? Does $100 to $125 per pupil, the estimated cost of reasonably adequate service, appear extravagant? Even a moderately well-to-do man does not hesitate to pay several times this latter amount for two months' education of his child in a summer camp.

But where is the money to come from? Many communities, as well as many individuals, are quite unable to produce the necessary funds, however much they might desire to do so. Obviously the cost must be imposed upon wealth, not upon poverty.

To this end, we must go a long step further in the abandonment of the old district school system, to the principles of which we still cling. We must frankly recognize universal public education as a primary concern of the Nation.

The welfare of one community, be it village, city, or State—which are types of our present independent and self-dependent school districts—is so bound up with the welfare of other communities whether contiguous or separated by the width of the continent, that no district bounded by lines anywhere within the limits of the United States is large enough to represent the united and indivisible concern of all the people for the adequate education of all the children and youth of the land, wherever these may chance to have been born or to live to-day.

In these days of easy and rapid transfer of persons and ideas from place to place, the progress, prosperity, and safety of the Nation can not rest securely on educational provisions, limited in this district by ignorance, poverty, and parsimony, and in that district by controlling financial interests that find it cheaper to keep down tax rates for public schools while paying for private instruction of their own children at ten or twenty fold the rate that better instruction in adequate public schools would cost.

No; the best intelligence and the wealth of the Nation must see to it that all the children and youth of the Nation are educated for the sake of the perpetuity and progress of the Nation.

Specifically, in a word, the financial support of public education everywhere should be borne, perhaps in approximately equal parts, by the Nation, the State, and the local community, and borne on a basis of mutual encouragement of increased support.

The educational crisis that confronts us is, indeed, serious, alarming. It can be adequately met only by prolonged devotion of the best, the most statesman-like intelligence that the country affords; only by the resolute determination of the most enlightened public sentiment; only by the adoption of the profession of teaching, making it in reality a profession, by hundreds of thousands of thoroughly educated, professionally trained, professionally minded men and women; only by the annual expenditure of unprecedented sums of money.

But all these conditions are possible, indeed eminently practicable. The wealth of the Nation is equal to the burden. Should it necessitate the radical curtailment of gross wastes and extravagances, public and private, flagrantly rampant on every hand, so much the better.

THE NATION AROUSED TO ACTION.

The necessary intelligent leadership, the practical, constructive idealism, the popular capacity for intelligent and hearty response, are all potentially available in abundance. There is no dearth of young men and young women capable of becoming able, inspiring teachers.

Generations ago, the founders of our Republic, the common people, undertook consciously and deliberately to educate themselves and their children for self-government, for the building of a secure, materially and spiritually prosperous and progressive commonwealth.

To-day in this new and vastly different age, we are called upon again as a people to take ourselves consciously and deliberately in hand, to educate ourselves and our children in accordance with present needs, that our inherited commonwealth may be made to endure into ages of yet greater progress and prosperity.

ECONOMIES IN EDUCATION.

CHARLES H. JUDD,
Director of the School of Education, University of Chicago.

The origin of the present crisis in American education bears date not of 1917 nor yet of 1914. This crisis has been in the making since colonial days. If there had been no war we should shortly have had to face practically every one of the problems which now confront us. The war brought to the surface our weaknesses and hastened somewhat the appearance of an acute situation, but the war is in no proper or fundamental sense the cause of our troubles.

The present crisis is the product of our national evolution. A study of this evolution will show us that the causes which produced our most conspicuous virtues are also the causes of our difficulties. For example, we have expanded our schools, exhibiting an unbounded enthusiasm for broader courses of study and for unlimited acceptance into higher schools of all who wish to take advantage of them, and this very expansion has brought us to a grave condition in school finance. If we are to cope with the problem which has thus arisen, we must first understand it and then go about solving it in a fundamental way.

DEVELOPMENT IN EDUCATION UNPARALLELED IN OTHER COUNTRIES.

Consider the facts of expansion. In the last 30 years, while our population has a little less than doubled, the number of high-school pupils has been multiplied by six. Within the last 10 years the number of high-school teachers has more than doubled. From 1909 to 1916 the number of high schools increased from 5,920 to 8,906. Each of these schools, it should be borne in mind, represents a unit of equipment and up-keep.

These figures present a picture of one of the boldest experiments in civilization that has ever been tried. European nations have guarded the privileges of a higher education and have bestowed it only on those who are selected for public leadership. Even for these leaders Europe has never been able to afford the expense of making higher education free. Europe has never given a public schooling of higher grade to girls because the social machinery of that older civilization could not begin to stand the strain of supporting such an undertaking.

Our Nation launched this great experiment without any serious counting of the cost. We have been not unlike those fraternal orders which in their youth organize pretentious insurance schemes, at trivial cost to their members, and get on for a time without thought or difficulty, but in their maturer years are overwhelmed by a striking demonstration of the eternal validity of the mathematical facts of life. We are confronted to-day by a mathematical fact. Our high schools are crowded. They cost per capita about twice as much as the elementary schools. They have not reached the limits of their growth. They stand as one of our gravest financial problems.

Again, in 1840, the young Nation, struggling with its problems of material existence, provided what education it could for the people, but it succeeded in giving the average citizen only 208 days of schooling. Two hundred and eight days are not enough to train in the fundamental social arts, and they offer no promise of introduction

to higher education. In the three-quarters of a century since 1840 the average amount of schooling has increased from 208 days to 1,200 days, or about six times what it was in 1840.

The counterpart of our enthusiasm for more days of schooling for the average man and woman appears in the somber fact that American cities are in serious financial difficulties in their efforts to maintain their public schools. A few months ago the Bureau of the Census reported that, of the 227 cities having more than 30,000 inhabitants, 147 are running far behind in their finances. They are spending per annum $3.48 per capita more than their income. The 227 cities have on the average a per capita indebtedness of $77.53. About 30 per cent of these ruinous municipal expenditures is for schools, and the proportion given to schools as compared with that given to policing, paving, and public health has steadily increased during the last 40 years.

LACK OF ORGANIC UNITY A SERIOUS HANDICAP.

Another striking series of facts appears when we consider the evolution of the different units of our educational system. The elementary school has aimed to meet the needs of all the children, and in its efforts toward the most complete self-development it has emphasized its own work and its own organization, and has been almost entirely unmindful of the higher schools into which its pupils go. In fact in many cases the elementary school has thought of its interests as opposed to those of the high school.

In like fashion the higher schools have gone their own way. Where there has been necessary contact there has often been marked lack of sympathy. The college has criticized the high school, and the professional school has been in turn critical of the college.

All this lack of coordination can be traced to the vigor and enthusiasm of the separate units, and no one can legitimately advocate a reduction of vigor and enthusiasm. The trouble is that we have not evolved any large centralizing agency competent to comprehend under its unifying control all the disjointed elements of our complex system.

The contrast in this respect between ourselves and Europe is very impressive. Europe unifies its educational system by central national authority. I mention this example, not because I advocate imitation of Europe. Quite the contrary, I do not believe in forcing coordination by any external and artificial control. I believe rather that we should develop in an American way an American type of unity. This will mean conferences and democratic forms of centralized supervision, but until we find some device for securing unity our system will appear, in contrast to that of Europe, as a group of uncoordinated institutions. We are moving in the direction of cen-

tralization in the development of our State departments and through our voluntary agencies of standardization. What we need is a clearer conviction of the importance of bringing our institutions together.

The fact is we are too individualistic. In our enthusiasm, each for his own institution, we are complacent about a disjointed and fragmentary school system. The result is that pupils who must pass from one school to another waste a great deal of time and energy, and experience serious difficulty in making individual adjustments just because we neglect institutional adjustment. The public is impatient, and our financial support is in no small measure jeopardized. If we are to make successful demands for large support, we must first cure the wastage which arises out of our individualistic enthusiasms.

LIMITATIONS OF PURELY LOCAL CONTROL.

Another fundamental fact which explains much of our present difficulty is that each community is in a very large degree in control of its own schools. We cherish the local school board and its rights as one of the most democratic of our institutions, and verily it is. The experiments that some American school boards have tried with the schools in their charge have contributed far-reaching lessons regarding the possibilities of unbridled democracy. I hasten to add that the public service of many board members who have lavished time and attention on school problems is also the most optimistic evidence that democracy can call freely for the services of its members.

Quite apart from the virtues and sins of boards of education, it is evident on a moment's consideration that local control is sure to be inadequate to the larger needs of the schools. The small school district can not train teachers. It can not provide through its own limited agencies the books and materials necessary for instruction. It can not secure unaided the supervision which it needs to make its school equal to the best in the country.

For these and other like reasons the individual school district must put itself under the control of the larger social unit. It must do this voluntarily, not through external coercion.

The time ought to be not far distant when boards of education can be held responsible by the public for high standards of action just as the teachers and pupils are held responsible in the classroom. Supervision of boards of education is a public necessity and will be welcomed by those who are interested in unifying and coordinating the American school system.

SCIENTIFIC EVALUATION OF RESULTS ESSENTIAL TO EFFECTIVE WORK.

We have not had standards for school work; we have been enthusiastic but vague. We have so long been complacent with our

careless evaluation of results that in recent years, when scientific methods have made it possible to determine how far teaching really accomplishes what it aims to accomplish in the classroom, there has appeared a disposition in some quarters to resist the movement toward measuring results. Those who attempt to prevent the development of the movement for the measurement of school results by all manner of false reports, by saying that measurement is in the interests of mechanical uniformity, and that education can not be analyzed into its elements or recognized by its results, will not long be able to stand in the way of the most needed and most rational type of supervision that has ever come to American schools, namely, supervision by scientific knowledge of what is being achieved.

DEFECTS EMPHASIZED DURING PERIOD OF STRESS.

To sum up, the American educational system, as I have tried to show, has all along been careless of its fundamental needs. It has expanded lavishly and without proper assimilation of its units. It is full of incoordinations. It is local in its government and support, and it is often indifferent to standards.

The severe test of a period of economic stress brings out the defects of the system, and we now see as never before the consequences of our lack of foresight and lack of definite standards. We have no adequate supply of teachers. How could we expect to have? The incoordination of the school system has left us without adequate cooperation between the higher institutions and the lower schools. Lack of standards has made it impossible to discriminate between efficient service and its opposite.

Local control has blinded us to the public responsibility for providing in advance for the needs of the schools. We have left all these matters to the slow operation of a chance system of supply and demand. This chance system has broken down on every hand. First of all, the young people of this country were suddenly convinced by the war that education is essential to all who wish to rise in the struggle of modern life. Students are crowding into educational institutions in unheard of numbers. Our colleges are strained to their utmost capacity in the effort to accommodate students. Our high schools are running over. Education has received a flattering recognition which is embarrassing because of the strain which it puts on institutional resources.

Curiously enough, this same high regard for education which sends students into schools has, on the other hand, drawn the teachers away. The teachers of the country used to think of themselves as the poor brothers of society, dealing in spiritual things that must be given away or sold for a farthing. But during the war we learned the lesson of the money value of a trained mind.

RADICAL REFORMS THE ONLY SOLUTION.

The situation as we find it to-day is by no means hopeless, but it is certainly by no means a matter for petty and temporary patching. This awakening to which we have been brought by the war ought to lead to reforms which will be of the most far-reaching type. It is only through radical reform that we can put the system in condition to demand large support and to carry forward the broad and salutary lines of development which are suggested by our history.

I wish, accordingly, to advocate three types of positive constructive economy which I believe ought to be put into immediate operation with a view to correcting organic defects in our present school system and with a view to furnishing a substitute in rational readjustment for mere chance expansion.

A NATIONAL PLAN OF COORDINATION.

The first reform which I advocate in the interests of economy is a national plan for the coordination of the different branches of the educational system. As the matter stands to-day there is tremendous waste in cost of operation and in human life because the elementary schools and high schools do not fit into each other's plans, because the high schools and colleges are not articulated, and because the colleges and professional schools do not know how to reconcile their conflicting interests.

The elementary school has a seven or eight year organization which, especially in its last years, is wasteful in the extreme. There is a large amount of padding in the course of study, and an unwarranted duplication of work through needless reviews. There is much marking time, because traditionally pupils in the elementary schools are not supposed to be able to do any of the work assigned years ago to the high school and labeled through this assignment. advanced. The traditions of the elementary school are narrow, and originated in the day when boys and girls attended school only a few weeks each year and had no intention of going to the high school. The traditions have persisted partly because the community is averse to change, partly because the buildings and equipment dictate a continuance of the present organization, and partly because the principals and teachers in these schools are jealous of anything that seems to be a criticism of their practices or an encroachment on their domain.

In the face of all these insidious and petty forces of opposition it will require a genuine national movement to set up what we urgently need, namely, a six-year elementary school followed by an immediate introduction of pupils to advanced courses. Quite spontaneously a change in organization originated above a decade ago in

what is known as the junior high-school movement. This movement is halting and incoherent, because it lacks broad national guidance.

What is said about elementary schools can be said most emphatically about college courses. The need of broad nation-wide consideration of the inadequacies of the college is beginning to manifest itself in many ways, as for example in the fact that the religious denominations which have always fostered higher institutions are centralizing their educational policies. The scattered colleges were without standards or settled policies. To-day there is a new spirit in the support and standardization of these institutions. Whether this will result in a better coordination of the colleges with the schools below them and above depends entirely on the wisdom of those now in charge of great funds and centralized boards of denominational supervision. One thing is certain in any case: the day of accidental, uneconomical competition among scattered institutions is to be followed by a day of effort to establish controlled cooperation.

Within the colleges, too, there is arising a new spirit of self-examination and reorganization of the courses. The vague idea that the sole duty of the college is to provide students with a good time and with something called general culture is giving way to the demand for clear and useful purposes. I believe that the time has passed when there will be public approval of the traditional 4-year college course beginning without definite purpose and leading vaguely to no clear goal.

If the elementary school is compacted into six years and the college is given a real purpose, there will naturally follow a series of readjustments in the related institutions. These readjustments will, I believe, give us a new system of schools. There will be an elementary school of six years and a school of youth of six years in length covering the ground now covered by the upper grades, by the classes of the high school and by the first two years of college. Following this will come specialized education of the higher types. At each level above the sixth year certain lines of specialization will branch off from the main trunk. The system will thus come to have unity and will at the same time offer diversity of opportunity.

A WHOLLY NEW SYSTEM OF SCHOOL REVENUES NEEDED.

The reform advocated in the last few paragraphs has to do with the elimination of waste within the schools. A second reform to which we now turn has to do with the better coordination of educational activities with other public undertakings. The fact is that in all of our great cities education is becoming at the present time

an intolerable burden on property. The property tax in most cities, at least in the form in which it is now administered, will not provide for schools in the future without destroying property values. The schools are in competition with industry and public improvements. There is no need of obscuring the facts: cities can not support schools by the present methods of collecting revenue. The true solution of this matter calls for genuine statesmanship. No palliative measures will serve to do more than postpone the clash of interests. The schools depend for their life on a new plan of collecting and distributing public revenue.

Local communities evidently can not solve the problem. The existing educational agencies of the country are so absorbed in routine that they can not devote energy to its solution. There must come from some source an agency to study profoundly and impartially the whole matter of public-school costs and public revenues. Furthermore, if the findings in regard to a new policy on revenue are to be effective, they must come soon and they must come in a positive form. They must go to the root of the matter and must establish a policy for the long future.

A NATIONAL AGENCY TO STUDY THE PROBLEM.

It has been suggested that Federal funds be appropriated to tide the States over their present distress. Such emergency appropriations will be most harmful if they prevent a fundamental study of the emergency. For my own part, I believe that the American people need guidance in the development of a new policy, not charity from the Federal Treasury. There ought to be set up a national agency which will go into the whole matter of revenue as the Bureau of Standards has gone into the matter of commercial and material adjustments. There is wealth enough in this Nation to carry out successfully the great social experiment which is characteristic of our civilization, the experiment of a free higher education for all. What is needed to make this experiment successful is adjustment, cooperation among public interests, and more economical organization.

I believe that this national conference could do no greater service than to prepare a vigorous petition asking for the creation of a national commission to take up the problems of school revenues, thus contributing national aid to the solution of problems with which our States and communities do not know how to deal.

HIGHER STANDARDS OF EFFICIENCY ADVOCATED.

As a third school reform, which is to be advocated in the interests of economy, we must eliminate inefficiency and encourage higher types

of performance. Two examples will serve to make concrete what I mean.

There is no great civilization which tolerates so low an average of equipment among its teachers as does the United States. We have low ideals in this matter, and in many quarters no ideals at all.

The consequences of this are upon us. Our schools are inadequately manned. Our people do not know how to demand or secure high-grade teaching. Our teachers are themselves outspoken in their unwillingness to have rigid requirements of success put upon them. They demand that tenure shall be permanent and that wages shall be adjusted solely on the basis of years of service. They organize to demand a flat wage and removal of supervision. The organization promises its members that the merit system of promotion will be overthrown.

The other example of lack of adequate appreciation of results is to be found among the students in our schools. There is too often a lack of seriousness of purpose which comes in part from the carelessness of youth but more from American disregard for results. Our young people have had lavished upon them opportunities which, as has been pointed out, Europe can not afford even for her most select. These opportunities are accepted without hesitation and without the slightest recognition on the part of many of the students and their parents that each opportunity is paralleled by a stern obligation. I am in favor of one kind of curtailment in schools. I advocate the withdrawal of opportunities from those who, after reasonable trial to allow for the immaturities of youth, so grossly neglect their own interests and their work that they waste American opportunities and public resources.

This program of setting up and enforcing requirements is no trivial undertaking to be left to scattered communities. There is need of a national agency, strong and well supported, to bring these legitimate demands to the attention of all the people. The private and local agencies which are now operating to put our knowledge of school results on a solid scientific foundation need not be suppressed or limited in the national campaign for better schools, but there should be a comprehensive and unified promotion of the measurement of educational results which will produce more effective service on the part of teachers and more serious work on the part of pupils.

SUMMARY.

This paper, it may be said by way of summary, is a plea for economies in organization. If we are wise, we shall eliminate waste by coordinating educational institutions and by finding the true method of adjusting schools to other public interests. We shall be

guided in practice by exact measurements of results. Such measurements will make possible a wiser distribution of public resources than has been common in the past.

The practical step to be taken by such a conference as this is, I am firmly convinced, that of promoting the development of a national agency of some type to take up at once the task of planning for our American schools a more effective, more compact, and more economical organization that we now have.

III. RELATION OF EDUCATION TO MATERIAL WEALTH AND NATIONAL DEFENSE.

OPENING REMARKS BY THE PRESIDING OFFICER, SENATOR JOSEPH E. RANSDELL, UNITED STATES SENATOR FROM LOUISIANA.

QUALIFIED BY EXPERIENCE.

Having consented to take the place of the Secretary of Agriculture this evening, I trust you will permit me to qualify for that responsible position by giving a few personal experiences. In early life I taught school in my native Louisiana. My next work, in emulation of the Father of our Country, was land surveying, which was followed for awhile and brought me a little money, but nothing like as much as Washington made out of it. Then I became a lawyer and practiced that profession for 16 years. On my election to the House of Representatives in the fall of 1899, I gave up law and since then, after 14 years in the House and 7 in the Senate, have been trying to make laws. Sometime before entering Congress I became owner of a cotton plantation in Louisiana, and have been for nearly 30 years trying to practice agriculture. Whenever a good chance occurs to run away from Washington for a few days, I go to my plantation to study agriculture and nature. You see, therefore, I am qualified to represent Secretary Meredith by having been teacher, surveyor, lawyer, lawmaker, and agriculturist.

AGRICULTURE THE MOST INEXACT SCIENCE.

In my humble opinion the science of agriculture is the most difficult of any of which I have any knowledge. It is the most inexact of all the sciences. A broader and more liberal education is required to attain real success in it than in any of the so-called learned professions. Did you ever realize that a man who is a great doctor or surgeon in the State of North Dakota, near the Canadian line, or in far-off Alaska, is also a great surgeon or doctor in the Gulf

States. The science of the human body is substantially the same in every part of the world. But a man might be a very successful practical agriculturist raising wheat in North Dakota and make a dismal failure if he tries to raise cotton in Louisiana.

That is merely one illustration. I repeat that agriculture is the most difficult, the most inexact, the most complicated of all the sciences, and therefore requires the highest education. There is no reason why country people should not be as well educated as city people, and, as a matter of fact, I believe they are better educated. They may not study books quite as much, but they study nature more. Country people are very close to nature. I daresay if you should examine a list of the men and women of this or of any other country who are really doing things, you will find that a very good percentage of them began life in the country, were born and reared in the country, and spent a good portion of their lives there in close communion with nature and nature's God. It is most important to educate our agricultural people thoroughly, and I hope every provision is going to be made for their education.

TEACHERS' RESPONSIBILITIES NEXT TO MOTHERS'.

Educators of America, no class of people in this great Republic have more important duties, or more serious responsibilities, than those that devolve upon you, unless it be the mothers of the land. Next to the mother the teacher is the one to watch carefully over the young children, to develop properly their minds and morals, to train them in the way that they should go in all things—not alone the head but the heart also. Are you doing that, my teacher friends? Are you really training these boys and girls submitted to your care in the way they should go? Are you making them better men and better women because of your training? I hope so.

MATERIAL PROGRESS OUTSTRIPS THE SPIRITUAL.

Forty years age we had 50 million people in this Republic. To-day there are 110 millions. Forty years ago the estimated wealth of this, the richest and most powerful country on earth, was 44 billions. To-day it is 240 billions. The growth in population has been 120 per cent; the growth in national wealth has been 550 per cent. In those 40 years there has been the most marvelous material advance during any 40-year period in the history of mankind. In all material things the world has gone forward, literally by leaps and bounds. How about the spiritual? What have we done with the finer arts—literature, poetry, painting, sculpture? What have we done to make ourselves better men and women? Do we love

and serve God better than we did 40 years ago? Do we attend churches more regularly? Do we observe the family tie as closely? Is marriage as sacred as it was then? Do we love and reverence father and mother as we did then? I fear not. I fear that in our mad rush for gold, for the wealth which has grown 550 per cent while our population was growing 120 per cent, we have forgotten many of the spiritual things. We have become self-indulgent, worldly, luxurious, irreligious. I fear we are drifting into the condition of Rome prior to the fall of the republic, where divorce was so common that women counted years by the number of their divorces rather than by the consulates, when the whole country was steeped in riches, luxury, idleness, impiety, and forgetfulness of God. There is a bad spirit abroad in our land in many respects. Socialism is taught in many of our centers of learning. I. W. W.-ism and Bolshevism have many adherents in America. Innumerable problems of the greatest import confront our people. Russia has gone entirely to pieces, controlled and destroyed by Bolshevism. I hope nothing of the kind is going to happen in our beloved America, and I do not believe it will if we can remain sane and pay a little more attention to the true and beautiful and the good things of life.

Teachers of America, in your schools and colleges, your elementary institutions and those of higher learning let me entreat that you never forget to inculcate good morals among your pupils; teach them to love home; teach them the beauties of family life; make them understand that they should love their neighbor as themselves and God as their creator and best friend; teach them patriotism, devotion to their country, strict obedience to all its laws; and never permit in your classrooms anything bordering on disloyalty to State or Nation. You have a wonderful opportunity. I hope and believe you will exercise it.

EDUCATION AND AGRICULTURAL PRODUCTION.

RAYMOND A. PEARSON,
President Iowa State College of Agriculture and Mechanic Arts, Ames, Iowa.

EXTENT OF AGRICULTURAL INSTRUCTION.

There are in the United States 69 land-grant institutions and in 67 of them agriculture is taught. Agriculture also is taught in a very few other institutions of higher learning, and investigations relating to agricultural work are carried on in a limited number of institutions in addition to the regularly established agricultural stations.

In the land-grant institutions agriculture is conducted along four different lines: Research, collegiate and postgraduate instruction, subcollegiate instruction, and extension work.

Collegiate and postgraduate instruction is adapted especially for those who will engage in farming and for those who will become teachers and investigators. Subcollegiate instruction is adapted especially to persons who can not take collegiate work, and generally the subcollegiate instruction is given in short courses lasting from 1 to 12 weeks. In both collegiate and noncollegiate work emphasis is given to the preparation of teachers of vocational agriculture as provided for by the Smith-Hughes law. Extension work, which is conducted throughout the entire State and especially in cooperation with the Federal Department of Agriculture under terms of the Smith-Lever law, provides a few days of instruction per year to farmers and their families in their own neighborhood.

AGRICULTURAL GRADUATES REMAIN ON FARMS.

In recent years the student enrollment in agricultural courses has greatly increased. Since the war the increase has been checked, and in some States there has been a decrease on account of the exceptional industrial activities and attractions. In the early years of agricultural colleges very many students did not return to the farms after receiving their education. In these days they do return. It is doubtful if a larger percentage of men trained for any line of work enter upon that work after leaving college than is the case with agricultural students.

Agriculture is different from manufacturing work in that it is divided into many small and independent units—the farms—and each must have a well-informed and capable head; whereas in large urban industrial organizations one competent man with relatively few helpers may plan and direct the work of thousands.

APPROPRIATIONS VARY WIDELY.

Appropriations for agricultural education, including research, also vary between wide limits in different States, the figures showing but a few thousand dollars in some States and up to one million dollars per year in other States. From the United States the institutions receive about three and one-half million dollars per year as income from the Morrill fund, about one and one-half million dollars per year from the Adams and Hatch Acts for agricultural experimental work, and over two million dollars per year under the Smith-Lever Act for extension work, besides a small but increasing amount under the Smith-Hughes Act for the preparation of vocational teachers.

Many people think that vast amounts of public money are locked up in the physical equipment of agricultural institutions. Few, if any, of them own equipment that has cost as much as $1 per person now residing in the State. Even at this amount, the annual charge for equipment investment would be only about 4 cents per person per year.

In very recent years, and especially since we have had the stimulus of the Smith-Hughes movement through the Federal board, agricultural instruction has been introduced in a limited number of high schools, consolidated schools, and in some cases in the lower grades. This movement now is making rapid progress. In one State consolidated schools are completed at the rate of almost one per day. These schools are rendering highly valuable service where they are well organized and conducted with the right attitude toward the industry they are supposed to serve.

THREE DANGERS TO AGRICULTURAL EDUCATION.

Three dangers now confront agricultural education. First, the danger that comes from the use of untrained and unsystematic teachers, especially in the public schools. The second danger is in the growing neglect of agricultural research. We have become so enthusiastic on account of the results of teaching that we seem to be forgetting to maintain the research work. Some of the very best scientists are leaving experimental work.

The third and most serious danger is the loss of many members of agricultural staffs because of better salary inducements elsewhere, especially in farm and commercial work. Of course they can not be replaced by others of equal ability. Of course, also, the institutions can not at will increase their funds. Therefore, they are confronted by this dilemma. The standards of the institutions must be lowered because of less experienced or less competent staff members replacing the better ones, or the work of the institutions must be limited so that attractive salaries may be paid to a smaller staff. The lowering of standards would have its effect on work now in hand, but, far worse, it would be a most emphatic warning to the brightest students of to-day to prepare themselves for other work then teaching or investigation. Already some institutions are limiting their work, so that with a fixed income more money can be placed in the lines of work which are retained.

PUBLIC MUST REALIZE THE IMPORTANCE OF AGRICULTURE.

The great question in the minds of leaders in the field of agricultural education is this: Does the public wish to maintain the

work on a strong basis and in sufficient measure to meet the demands upon the institutions?

The public needs to be reminded that agriculture furnishes all of our food and that our clothes also are agricultural products, and incidentally it ought to be known that agriculture produces about two-thirds of the raw materials used in all our industries, not including forest products; and that agriculture provides about half of the buyers in the country. In other words, it needs to be brought home more forcibly to the public that agriculture underlies our prosperity. It is the mother of industry.

Furthermore, cities depend upon the country for their new blood. In the last decade of record there was a large gain in urban population, about twelve million persons. Thirty per cent of this was due to migration from rural to urban districts. About 10 per cent was due to immigration. We know which is the healthier source.

SCIENCE AND EDUCATION ESSENTIAL TO AGRICULTURE.

The dependence of agriculture upon education has been illustrated many times during our short history. At one time or another almost every important crop and almost every important kind of animal has been in danger of complete annihilation, due to some disease or insect pest. The Government has acted effectively against these agricultural calamities, but the work of the Government and the succeeding work of States and individuals has been along lines established by science and made clear through education.

The problem of conducting agriculture in a businesslike way now is troubling very many farmers. They ask for education, without which they feel they are incapable of overcoming the enormous difficulties and handicaps of the day, including changing demands of the markets, scarcity of labor, and constant changes in methods of production.

Education relates directly to the constant lesser losses occurring on farms. It is a common experience for a crop to suffer to the extent of 10 to 25 per cent on account of a pest which could be controlled if the farmer could but know the life history of the pest and the right remedies to apply at the right time. Similarly, losses are occurring because of ignorance as to improvement of varieties of plants and animals. All these items loom to great importance when reports come from across the sea that preparations are being made to send into this country vast quantities of agricultural products, produced on virgin land and often by the cheapest labor, to be sold in competition with our own productions. Unless farmers know how to farm with the utmost efficiency, they will be damaged by such

competition. If the farmers are damaged, the whole country will suffer.

The greatest need of education in connection with agriculture has to do with the development of a system of permanent agriculture. This means a system of agriculture that does not wear out the land. Our nation is not yet one and a half centuries old. But we can point to large areas where the fertility has been so depleted by the removal of crops that the land now can not be farmed profitably. We have not yet learned how to establish a permanent agriculture. Only through education and scientific investigation can the problem finally be solved.

EDUCATION AND THE ARMY.

Maj. Gen. William G. Haan.

Assistant Chief of Staff, Director of War Plans Division, General Staff, United States Army.

The unfortunate conditions due to our neglect to take note of the importance of universal education were brought forcefully, and fortunately may I say, to the attention of the general public as a result of the draft statistics in connection with the war. There is nothing, however, in these draft statistics that should astonish anyone who is well informed concerning education in the various States of the country; yet the press and public are both astonished and chagrined.

The need for educated men in a modern army was also no mystery to students who have given serious and sincere study to the subject of military art. But the public does not yet comprehend the facts, and there is still a lack of interest in this particular phase of education, even among the educators of the country.

THE ARMY REQUIRES HIGHLY TRAINED MEN OF MANY KINDS.

It will perhaps surprise some of you to learn that a combat division, operating on the front line at grips with the enemy, requires that 42 per cent of its enlisted personnel shall have some special education, or vocational or technical knowledge, other than that which is usually understood to be military training. When we go further back into the area of supply, the area of procurement, the lines of transportation, the construction departments, the Engineering Corps, and all the technical services, such as the Ordnance Department, the Air Service, the Signal Corps, and others, the percentage of specialists, or men with technical training, is very much larger. For the whole army, at least 50 per cent of the enlisted men in any efficient army must have vocational or technical training in addition to military training proper.

Properly speaking, technical or vocational training should be undertaken after the elementary education has been completed. But we find that the average education among all American adults is only the sixth grade, and when we consider that but a small percentage of those above the eleventh grade remain available for the enlisted personnel, due to other absolute needs for educated men, we see that the average education of the personnel available for enlistment is probably but little above the fifth grade. It becomes necessary, therefore, first to educate some of these men in special lines before they can be trained militarily to fill the important posts requiring special educational training in the Army organization.

THE NEED FOR EDUCATION IN THE ARMY RECOGNIZED IN LEGISLATION.

For some years no men were accepted for enlistment in the Army who were illiterate in the English language. In spite of this fact, the educational standard for the enlisted men that were received was still too low to meet the demands even of a peace-time Army. Hence, if the educational attainment of the enlisted men was to be brought up sufficiently to meet the demands of the modern army, schools within the Army had to be established for special training and vocational work. This was recognized in the National Defense Act of 1916, section 27, as follows:

In addition to military training, soldiers while in the active service shall hereafter be given the opportunity to study and receive instruction upon educational lines of such character as to increase their military efficiency and enable them to return to civil life better equipped for industrial, commercial, and general business occupations. Civilian teachers may be employed to aid the Army officers in giving such instruction, and part of this instruction may consist of vocational education, either in agriculture or the mechanic arts.

And it was further recognized in the annual appropriation bill last year, when $2,000,000 was appropriated for carrying out the provisions of section 27 of the National Defense Act, as follows:

Vocational training: For the employment of the necessary civilian instructors in the most important trades, for the purchase of * * * such tools and equipment as may be required, including machines used in connection with the trades, for the purchase of material and other supplies necessary for instruction and training purposes * * * as may be necessary to carry out the provisions of section 27 of the act approved June 3, 1916 * * * $2,000,000. (Extract from the Army appropriation bill for the fiscal year ended June 30, 1920.)

I may add here that there are in the Army no vocations or trades which are not also required in our civil organization; so that all trades taught in the Army schools are useful in the economic development of our industries.

A CITIZEN ARMY NOT A PROFESSIONAL ARMY.

The size of a modern army is limited only by the man power of the Nation, and by its capacity to support and maintain it. From this it is readily seen that such an army can not be a professional army, maintained continuously, but it must be what we have come to call a citizen army.

This means that every citizen must be considered as an element of national defense. He must be so trained in his ordinary vocational life as to permit him to become a part of such a citizen army in the quickest possible time. Modern demands of both national defense and economic development require that every citizen be prepared to become a good soldier and every soldier to become a good citizen.

With this idea in view, the Army has taken steps, in cooperation with some of the leading educational institutions of the country, to introduce in the courses of instruction that are given at R. O. T. C. institutions certain subjects that are particularly useful for the military profession and at the same time are just as useful in the civil professions.

In order to meet the demand for specialists among the enlisted men, it is necessary that the Army secure further cooperation from the educational system of the country, so that instruction shall be given in the less advanced schools in those kinds of special technical skill required in Army organizations in time of war.

A CIVILIAN ADVISORY BOARD.

The Army has drawn heavily, for advice and suggestions, upon its civilian advisory board, consisting of the following gentlemen: Dr. Charles R. Mann, chairman; John A. Randall, secretary; Dr. James R. Angell, National Research Council; Dr. S. P. Capen, American Council on Education; Dr. F. P. Keppel, American Red Cross.

Upon recommendation of this board, we decided upon an organization paralleling, in a sense, the military organization for carrying on the educational work. We solicited educational institutions to loan us for a period of one year some of their best educators, to be paid by us, to assist in developing the Army educational system. These constituted our field consulting force.

We also assembled at Camp Grant a group of expert teachers in various lines of work as a board or research commission for developing methods of instruction. Teachers were also obtained from among the commissioned officers and enlisted men of the Army.

In November, 1919, a general conference of education and recreation officers and civilian educators and advisers was held at Camp

Taylor, where the general subject of education and recreation in the Army was discussed, and conclusions looking to more uniformity in the work were reached.

In January, 1920, all the department commanders, the commanders of large camps, and other important commanders were assembled in Washington for a conference. Here were discussed many matters in connection with education and recreation in the Army, the conference continuing for an entire week.

GREAT VARIETY OF WORK REPRESENTED.

And so the educational system in the Army developed until at present we have 17 departments, offering some 107 courses of instruction, as follows:

Agriculture and animal industries.
Animal transportation.
Automobiles and motor cycles.
Building trades.
Business and clerical work.
Electrical machines and communication.
Foodstuffs, cooks, and bakers.
Highway construction and topography.
Leather and shoes.
Machines and tools.
Medical and dental.
Sheet metals and blacksmithing.
Music.
Power and refrigeration.
Printing and photography.
Textiles and canvas.
Miscellaneous.

We have in the civilian faculty and teaching staff 5 advisers at the War Department; 39 field consultants and advisers; 1,634 teachers and instructors. In addition, the following Army personnel has been assigned to this work: Thirty-five officers at the Washington central office; 232 education and recreation officers, all being staff officers of local commanders; 1,839 teachers and instructors, of whom 547 are commissioned officers and 1,292 enlisted men.

This directing and teaching staff is now giving instruction from three to six hours daily, five days in the week, to more than 100,000 soldiers of the United States Army.

The country does not yet realize what an enormous educational undertaking this is. I believe I am safe in saying that nothing in the world in an educational way has ever before grown to such proportions in so short a time, nor reached that class of men whose last chance for education is passing. The reports from our recruiting system and commanding officers show that, of all the men who have enlisted since January 1, 1920, 80 per cent have asked to be enrolled for educational work. Except for illiterates, educational work in the Army is wholly voluntary with the enlisted men.

IDEALS OF THE ARMY PLAN.

I hope that it may be generally recognized that the Army is earnestly endeavoring to accomplish useful and economic work. I hope

that the educators of the country may realize that our work is beneficial to them, and that we are, as a matter of fact, helping that loyal body of men and women who are striving to educate the youths of the country, who have been laboring under too heavy a load, and who, in spite of many drawbacks and repeated difficulties, in spite of shortage of funds and inadequate pay, have been carrying on the battle of elevating the average of education in our country.

Universal education is the one great thing which will make for the safety of our country, not only from the point of view of sufficient power for national defense, but also from that of leading the country itself in the way of right thinking and true understanding.

Somewhere, Emerson, the great American idealist, has said:

> There is an instinctive sense, however obscure and yet inarticulate, that the whole constitution of property, on its present tenures, is injurious and its influence on persons deteriorating and degrading; that truly the only interest for the consideration of the State is persons; that property will always follow persons; that the highest end of government is the culture of men; and if men can be educated, the institutions will share their improvement and the moral sentiment will write the law of the land.

EDUCATION AND THE WAGE EARNER.

Mr. Matthew Woll,

Eighth Vice President American Federation of Labor, President International Photo Engravers' Union, Chicago, Ill.

On the question of the ideal of education which the wage earners favor, the records of organized labor are complete. We believe that the noble mission of the school should be to teach the development of men and women, and their life, not alone as individuals, but as aggregates, to teach the science underlying the experiments upon which nations are conducted, one as between the other, as between the mass of the people whose general propositions are recorded in the history and the industrial development of the land, whose deductions lead to happiness, or misery, and whose verification comes often too late. We believe in that sort of education which makes the worker and his children feel that society is doing all within its power to remove artificial barriers and obstacles, and to give them a helping hand in the path they may have chosen. That's the sort of education that we favor, the education that will promote Americanization, loyalty to our Government and to its institutions. After all, the perpetuity of our Nation, its institutions, all depends fundamentally upon education, and if we are derelict in promoting that, or in giving the opportunities to our people for securing education to fit them as useful citizens, then we have failed to respond to true Americanism.

A CONSISTENT ADVOCATE OF PUBLIC SCHOOLS.

The labor movement was perhaps the first articulate agency which expressed itself for universal free public education supported by taxation. In its beginning we met opposition on the part of educators, and more hostility on the part of the commercial interests. But we continued the agitation regardless of opposition until to-day we have realized the great free public school system. Perfect? No. To be improved upon? Yes, extensively. Nevertheless, a great start has been made.

The American labor movement in its entire history has not taken a single act with reference to the school question which has not made for the benefit of child life, for the upbuilding of home, for promoting a greater Americanism. I shall not burden you with the reading of the declarations of the American Federation of Labor bearing on the public schools. May I only indicate that in the very first year of its organization this declaration was pronounced: "We are in favor of the passing of such legislative enactments as to enforce by compulsion educating of the children, that if the State has a right to execute certain compliances with its demands, then also has the State a right to take its people to the proper understanding of such demands." That declaration was made 40 years ago by the American Federation of Labor. And the American wage earners have been ever since true to that declaration, and they have fought to bring into reality those ideals expressed even early in its struggle for existence.

The American labor movement and the American wage earners are vitally interested in the public school system, because, after all, the great mass of the children are the offspring of the wage earners, and why should they not be especially interested in all that concerns their welfare? We have been concerned with the question of improving the schoolroom, making it more sanitary, to safeguard the health of the child in order that it may be better able to meet the battles of life.

ORGANIZED LABOR SYMPATHIZES WITH TEACHERS.

We know what the teaching force of America has to contend with; we realize the grievous conditions under which they exist as wage earners, familiar with all suffering and sacrifice that the human race must go through. We welcome them to our ranks. We urge them to associate and affiliate with us. We ask their affiliation with us, in order that through their representation in our State and central bodies in our national councils, that we may have their better judgment, their better advice, predicated upon their experience in educational matters, to help us formulate our policies, our practices, and procedures. And we welcome them to our fold in order that they

may understand the grim realities of life, in order that they may know what the child of to-day will have to contend with as a man or woman of the future, in order that education may not be alone theoretical, but that it may also partake of the practical. Hence we urge the organization of the teaching force and their affiliation with the American trade-union movement. We feel, too, that only in that will redress come to the teachers. We know unorganized, unassociated, entirely at the mercy of what is called public opinion, they may wait indefinitely for redress. We know that redress comes only to those who give utterance to their grievances, who make the public feel and realize that there is a grievance, a condition that must be righted. We feel that there will be no redress for the teachers unless they are organized and through their organization voice the grievances under which they labor.

AMERICAN FEDERATION DOES NOT ORDER STRIKES.

It is said that if they associate with the American trade-union movement that it subjects them to the most disastrous policy of strikers. But the American Federation of Labor has no authority either to initiate or to control or to stop a strike. The American labor movement as a whole leaves autonomy to every group, permitting them all to do as they choose. It urges, however, that all engaged in public employment should not resort to strikes; that while it is their right to give up their employment individually and collectively, good judgment and their relation to the public demand that they ought not to exercise that right, but ought to appeal to the political agencies for the redress of grievous conditions; and we, in turn, agree to give voice to be impressed. I am told that during the year 1919 approximately 140,000 teachers gave up their service as teachers and entered the commercial field. Is that a strike? No. But it is as bad as a strike, and worse, because that number of teachers was lost entirely to the teaching forces. Much rather would I see 140,000 school-teachers cease work to-morrow and compel a complacent public to act and our State legislatures and public-school boards and municipalities forced to give the teachers a square deal. Oh, yes; public opinion will right conditions, but unless we are going to be more demonstrative than we have been in the past I fear it will be a long time before the teachers will receive that consideration which their position in society and their relation to the institutions of our Government demand.

I would be the last to encourage a strike, and yet if a strike would bring relief to them, I think it would be warranted. I have seen inscriptions on the screens in moving-picture shows urging the neces-

sity for giving the teachers better pay. You would imagine there is a great public demand for it, and I believe there is. Yet the teaching force is becoming smaller; it is becoming less efficient because it is underpaid, and that is the nature of things. If in our society we want a good teaching staff, if we want a competent teaching force, if we want to develop our educational institutions to their highest possible degree of perfection, then let us pay the price and make it possible for those engaged in that high profession to improve that situation.

PUBLIC SCHOOLS BENEFIT WAGE EARNERS MOST.

Organized labor realizes the value of education; it knows that the public-school system is especially for the benefit of the children of the wage earners, who are unable to send their children to private institutions. The men of wealth little care what may become of our free public system. Their opposition to-day to free public schools is the same as it was 40 years ago, excepting that it has changed its form. To-day we find commercial industry taking away the brightest element in teaching, and at the same time opposing every move toward increasing taxation, in order that the institutions may live. The greatest crime that is committed to-day against Americanism, and the worst element in our society for the destruction of Americanism is the element that opposes proper taxation in order that our educational institutions may grow and develop and bring into existence the greatest teaching force, the greatest educational system upon which, after all, our whole conception of democracy and its institutions fundamentally depend.

EDUCATION IN RELATION TO INVENTION AND RESEARCH.

Dr. CHARLES R. MANN,

Chairman Civilian Advisory Board, War Plans Division, General Staff, War Department, Washington, D. C.

The figures indicate that the demand for research, the amount of inventive power and research at present are about four times the supply; and it is a very serious matter as to where those men are going to be obtained, and how they are to be trained, as they are needed immediately. The National Research Council is working on this problem and has made some very careful studies of the situation in the colleges.

FEW GREAT RESEARCH MEN IN AMERICA.

I want to make one additional suggestion to-night as to how this output of men of research training, and men whose inventive ca-

pacity and ability have been developed, can be brought out. The American people are fundamentally an inventive and ingenious people. Those traits came with the pioneer spirit, and are necessary to the building up of a new country and a new Nation. It is not for lack of inherent ability, and innate original ability, that we have not an adequate supply of research men and inventive men at the present time. The figures of Prof. Cattell show that, in spite of the great innate inventiveness of America, the number of great research scientists produced here, or men of high grade in science, is less than it is in the other countries; and therefore something is needed to stimulate the training of men for high-grade invention and science.

The psychological tests during the war, which were applied to nearly three million young men, indicated that about 10 per cent of the men of intelligence of grade A, that is, the grade from which our research men came, are in the colleges and 90 per cent of them do not go to college. The colleges are searching very carefully to pick out men of grade A intelligence and develop them into research men, but they have only 10 per cent of the men in the country who have that grade of intelligence. The colleges have 1 per cent of the school population and 10 per cent of the grade A intelligence. Therefore the grade A intelligence that we are seeking to develop is about 10 times as frequent in the colleges as it is outside. Nevertheless there is 90 per cent of it scattered around at large not being trained in the colleges for advanced research work.

REPRESSION NULLIFIES RESEARCH ABILITY.

I should like to suggest that that 90 per cent is a mine that is worth working and that we ought to study ways and means of getting at it. A great deal of that research ability is lost because of the discouragement that comes to small boys and small girls in the schools in the repression which is put on this spirit of inquiry and investigation which manifests itself very early in life. I have noticed a great elementary schools and the high schools, more opportunity for the experimental in their attitude before they went to school, and they gradually lost that attitude as they develop, and by the time they reach high school or college they became thoroughly routine students. I suggest that there be given more attention to this matter in the elementary schools and the high schools, more opportunity for the expression of that spirit of inquiry which is such a strong characteristic of our people, and if that opportunity is given more research ability will be developed and more material for the right type of research will come to the colleges and the colleges will be able to meet the demand which is made upon them.

A MINE OF TALENT UNDEVELOPED.

The one idea that I want to leave with you this evening, on the subject of development of invention in research, is that 90 per cent of our research talent never gets to college at all, and that a great deal of that can be saved and developed in the elementary school and in the high school.

As Gen. Haan has said, we have 110,000 men of an average of fifth-grade intelligence, or fifth-grade schooling. We have all grades of intelligence. Now, we are studying those men with a great deal of care. We expect to find a number of men of striking ability, and we hope to be able to contribute to colleges some really able men whose training they can finish, and thus add to the Nation's stock of research and advanced scientific men; and I feel that the school system can do no greater service to the country than work as we are working to find those men amongst the illiterates. We have some very promising "illiterates," who have become literate. If the elementary schools would work out this problem of picking out and finding the really able children and allowing them to express their ability freely, and not to repress it, they can do a great service toward the development of invention and research.

CONFERENCE ON HIGHWAY ENGINEERING AND HIGHWAY TRANSPORTATION EDUCATION.

Dr. Albert F. Woods,
President Maryland State College of Agriculture, College Park, Md.

The inability of our railroads to meet the demands placed upon them is forcing a greater use of our highways, which are ill-prepared to stand the heavy traffic which must be borne. This serious economic problem has, therefore, created an educational problem of unusual significance to our colleges and schools of engineering.

Of the 5,000 engineers who are graduated annually, fully one-fourth are absorbed by the State and county highway builders, the rest being quickly taken up by American industries. Many more college-trained engineers must be obtained within the next three or four years in order that the vast Federal, State, and county programs of road construction and repair can be carried on without waste and without loss to the overburdened taxpayer. Not only are well-trained engineers needed to do research work, to design and to build our new roads for the motor truck, but men are needed successfully to administer these roads.

This leads us to the second educational problem, that of highway transportation. The automotive interests are seeking men who can

sell transportation. To meet that particular need, a large number of men are required to manage the motor-truck fleets; competent engineers who can be intrusted with fleets of a half a dozen or more trucks, each truck carrying from three to seven tons of high-class merchandise.

Again, the driver of a $5,000 seven-ton truck carrying $25,000 worth of commodities over all kinds of roads in all kinds of weather can not be the mere chauffeur or mechanic. Thousands of these men must have vocational training commensurate with their responsibilities.

FACULTIES DEPLETED AS STUDENTS INCREASE.

Our colleges of engineering are now full to the overflowing, and many hundreds of men are being turned away. Engineering faculties are being depleted. Therefore the additional teachers and the increase of plant necessary to meet these new demands places a responsibility upon our boards of trustees, upon our legislatures, and upon our citizens in order that the colleges and universities may rise to the occasion. Because of this situation and by request of the highway and highway transport interests of the country, the United States Commissioner of Education called a special conference of about 70 of the leading representatives of engineering schools, State and Federal organizations, executives and managers of the automotive and tire industries, and other experts. The conference convened in Washington May 14 and 15.

As a result of the deliberations the following resolutions were passed:

Whereas American science and industry have forged a new unit of highway transportation which is destined to bring about a far-reaching change in life and thought not only in this country, but in the world; and

Whereas the problem of highway engineering and of highway transportation engineering are so closely interrelated as to demand not only the highest type of trained men to guide them, but an appreciation of the entire problem of highway transportation by both highway and transportation engineers; and

Whereas the American people have seen fit to meet the needs of highway transportation with appropriations for hundreds of millions of dollars for better highways, which can only be expended efficiently and intelligently as we comprehend in the fullest extent the economic relationship existing between the roadbed and the motive unit; and

Whereas these problems, calling as they do for men of the highest collegiate and vocational preparation, can only be solved as our educational institutions are able to meet this need with increased facilities for research, study, and practical application; now, therefore, be it

Resolved, That we, the representatives of education, industry, and Government, assembled in national conference at Washington, D. C., at the call of the Hon. P. P. Claxton, Commissioner of Education, to discuss this subject and

to formulate recommendations concerning it, do hereby concur in the following statements:

That there is no one domestic activity of more vital import to the people of the United States than an efficient and economical administration of our highway program.

That there is a pressing demand for trained men not alone to guide this program, but also to undertake the problems of the production and economic use of vehicles over the highway.

That this need can only be met by increased educational facilities for turning out these men.

PERMANENT COMMITTEE RECOMMENDED.

That the entire subject is one which should be closely coordinated, and a permanent committee made up as hereinafter designated should be appointed by the Commissioner of Education to consider this problem in its several aspects and to bring about a fuller understanding of it on the part of the people of the country.

That the component parts of this committee should represent the Bureau of Education, the Bureau of Public Roads, the Motor Transport Corps, the State highway departments, the automotive industry, the State or private educational institutions, as the groups best equipped to furnish the technical information needed and to work out these great public questions.

In view of the conditions brought out in the resolutions, men of means, as well as our State legislatures, should come forward immediately and materially assist those institutions of learning whose aims and character show that they are best fitted to prepare the men who are to rehabilitate our broken-down highways and who will conduct the activities of a new method of transport which is so vital to the welfare of the Nation.

IV. THE NEW INTEREST IN EDUCATION IN SOME OTHER COUNTRIES.

THE NEW INTEREST IN EDUCATION IN GREAT BRITAIN.

Sir Auckland Geddes,
The British Ambassador.

May I preface my short account of certain changes which are taking place in British education by a short profession of faith?

I do not believe that in matters educational any country can copy the forms and machinery of education thought out and elaborated in another country. I have held to this faith with tenacity, and not without pugnacity, on occasions when I as an educationist was asked to adopt methods in vogue in other countries. I said then, as I say now:

A system of education to be effective must grow out of the soil, out of the genius of the people. The most I can do is to familiarize myself with the

methods and ideals of other countries, and then in its own good time my mind will sift out the good in them from the bad, the applicable from the inapplicable, and will apply them to its own problems.

Knowing that I hold this belief, I feel sure that you will exonerate me from any supposed desire to thrust upon you for acceptance any educational form, pattern, or ideal, and you will accept me for what I am, a simple reporter, who is glad to have this opportunity of telling you of what he knows, has seen, and thinks.

One further warning and then my path is clear. No reporter who deals with a subject about which he is an enthusiast can, however hard he may try, avoid coloring to some extent in its passage through his mind the matter which he reports. I therefore ask you first to credit me with a desire to report accurately and fairly, next to debit me with a certain incapacity to report otherwise than as I see things after they have been soaked in the dye vats of my understanding.

Here at once we come to the very heart of the problem of education, for the period of education of the individual is marked, whether we will it or not by the transformation of the mind, colorless perhaps in early childhood (though I am not quite sure of that) into the rich and inexhaustible dye vat which we call the educated mind. There are other processes in progress simultaneously, but the end of education is to turn out minds that see facts in a certain color. You professional educationists may question the accuracy of my belief, and may say that I am juggling with words, that I am calling prejudices colors, and that everyone knows the effect of education is to get rid of prejudices. I used to believe that; only I know now that then I was wrong. The effect of education is to produce a set of superrefined prejudices which are not really prejudices in any ordinary meaning of the word, so I shall content myself with repeating that the educated mind is an inexhaustible dye vat. It will dye anything.

The path is now clear; so let us begin.

A NEW ORDER OF THINGS INEVITABLE.

The war showed us Britons many things in a new light, and one of the most important things that we saw, or thought we saw, was that the old social order which had stood the test of time was not going to stand much longer, and that in order to make the transition from the old to the new possible without catastrophe, we had to get busy first to bring every adult female as well as male into the circle of responsible citizens, and next to do our utmost as speedily as possible to equip those citizens, or at all events the recruits to their numbers, with educated minds.

It was this thought that made Mr. Fisher, British minister for education, say in February, 1917, "The proclamation of peace and

victory will summon us not to complacent repose but to greater efforts for a more enduring victory. The future welfare of the nation depends upon its schools."

Then we who were in Parliament set to work to modify the law to give the following results:

1. To extend the age of compulsory attendance without exemption to 14, or to 15, or 16 by local by-law.

2. To provide for medical inspection and treatment and physical welfare before, through, and after school to the age of 18.

3. To establish nursery schools for children between 2 and 5 or 6.

4. To establish a system of compulsory continuation (part time) school attendance ultimately to 18.

5. To arrange for the promotion of poor but able pupils by a system of scholarships and maintenance grants past the higher rungs of the educational ladder, in the hope that in the future the nation may have the best mental capacity of all its sons and daughters to draw on for its service instead of having to content itself with such brains as a comparatively limited class happen to produce.

Incidentally we made a certain number of administrative changes. We concentrated the supervision over the activities and welfare of children and adolescents in the hands of elected local education authorities. We also dealt with the inspection and supervision of private schools. Next, we did our best to decentralize control by preserving and strengthening the independence of local authorities, by extending their power and functions. The control of these authorities was designed to be made effective by central insistence on minimum standards, with encouragement through grants to advance as far as possible. Finally, the cost of education was divided equally between local rates and national taxes.

This represents in brief form our attempt in the field of education to provide the facilities to make possible the realization of the ideals for which the war was fought. I find it difficult to conceive of any educational scheme more fully imbued with the spirit of sane democracy.

One of our ideas has perhaps been more unsparingly ridiculed than the rest, the proposal to found nursery schools. I notice the ridiculers are either childless or else are the sort of people who maintain at considerable expense in their own homes the very sort of nursery school which we are setting up for the use of all. It is easy to make merry and to draw pictures of tiny tots with horn-rimmed spectacles toiling with great tomes, but the facts are otherwise. The purpose of the nursery schools is not even to teach the three R's, but by sleep, food, and play to provide the opportunity for little children to lay foundations of health, habit, and responsive

personality, which is just what every nursery in the world is supposed to be doing.

Physical training is to form part of the weekly work of each pupil up to the age of adolescence.

PROVISION FOR SECONDARY EDUCATION.

The secondary school (age range at least 12 to 17, may be 10 to 18) has not been neglected, and the arrangements there are of considerable interest. Their work tends to fall into two parts, the generalized part up to about 16 and the part which may be specialized above that age. The curriculum for the generalized part may be summarized as follows:

This must provide instruction in the English language and literature, at least one language other than English, geography, history, mathematics, science, and drawing. The instruction in science must include practical work by the pupils. In addition, either within or without the formal curriculum, provision must be made for organized games, physical exercises, manual instruction, and singing.

For girls, needlework, cookery, laundry work, housekeeping, and household hygiene are compulsory subjects.

For the specialized part of the curriculum, if that be taken, the work is founded upon the general education before 16 and consists of specialization along lines on which the pupil has already shown ability. In every course there must be a substantial and coherent body of work taken by all pupils in one of three groups (*a*) science and mathematics, (*b*) classics, viz, the civilization of the ancient world as embodied in the languages, literature and history of Greece and Rome, or (*c*) modern studies, viz, the languages, literature, and history of the countries of western Europe in medieval and modern times, and the settlement and development of North and South America.

In all advanced courses adequate provision has to be made for the study and writing of the English language and of history and geography.

A word perhaps may be useful on the subject of science teaching in the secondary schools. It has been laid down that "the course should be self-contained and designed to give special attention to those natural phenomena which are matters of everyday experience." In fact, the object of the science course is not to train specialists but to give some acquaintance to each child with the principles involved in the daily observed phenomena, from the ringing of an electric bell to the construction of a modern building, and to give a first peep to inquiring eyes into the fairyland of science, so that those who have special aptitude to tread its thorny and stony tracks may at

least know that there is such a land of intellectual delight, and may not be ignorant of the paths which lead in its direction.

EXTENSION EDUCATION FOR ADULTS.

Beyond the secondary schools stand the universities, but of them I have not time to-day to speak. Not that there is nothing to say about them. There is more perhaps than ever before. They are palpitating with new life, new thought, new energy. But of one side of adult education I must speak—adult education for people who have to earn their daily bread and can only devote a small part of each day to educational studies—I do not mean technical education. That on the whole is fairly well provided for in most parts of the country, but historical, political, economic, and cultural education. There is a widespread and growing demand for this in all parts of our country. National machinery has not yet been elaborated to meet this demand, but in countless ways in countless places facilities are being provided. Soon the situation will begin to clarify itself, and as it clarifies will come a coherence that is still lacking.

So much for the machinery. I have sketched it in its broadest outlines only, because the machinery by itself is nothing; it is the spirit which gives life, and that you may begin to understand the spirit which inspires our educational machinery I must ask you to bear with me while I describe for a few moments the ideals which animate the new Britain. First, you must realize that Britain is thoroughly democratized. Its government is in fact more immediately and directly under the control of the people than that of your country. Outside observers are inclined to think that, because the head of our State is a King, there is some mysterious substraction from his peoples' power through what I hear some of you call " the King's business." It is not so. We like calling our hereditary president a King, because it's the old name with a wealth of associations, and because we have the deepest affection for him and admiration for his and his family's service to the State; but in truth and in fact King George has a good deal less direct power than the occupant from time to time of the office of President of the United States. Next, our cabinet is day by day responsible to Parliament. If it can not find a majority there to support it on all matters of principle it must go out of office, or else get a new Parliament that will support it returned by the electors; and, finally, the Government has to appeal to the people through a dissolution of Parliament at least once in five years, and when it does appeal practically every man and woman has a vote.

EDUCATION A SUBJECT OF POPULAR INTEREST.

The day to day responsibility of the Cabinet to Parliament and through Parliament to the people has this effect—politics is a staple interest at all times to all men and all women. We have of course periods of more intense interest and periods of less, but the general level of interest is fairly high. These facts color the whole of our educational practice. Education with us is tending to become less and less directed toward the conscious end of simply fitting a man to earn his daily bread. Man does not live for or by bread alone. If he does he is hardly worth keeping alive. He is a member of a family, a trade-union, a club, a nation, a church. He is a human personality with something more than a pair of hands condemned to toil at the will of another. He has intellectual and aesthetic tastes (only too often cramped and undeveloped) and moral principles. He believes in liberty, justice, and public right, and has shown himself prepared to give his life for these things. Each is a citizen and every citizen regardless of his social position or wealth has claims which are prior to all economic claims on him—claims of opportunities to enable him to fulfill his manifold responsibilities as a member of widening social groups from the family to the community. His responsibilities are no less if he be a ship's riveter than if he were a naval architect. The locomotive fireman is no less a citizen than the railway director or the most wealthy railway shareholder.

In short the aim of education in Britain can not be vocational; it must be nothing less than a preparation for the whole of life. If you followed my brief summary of the machinery of education you will have noticed the stress laid both in primary and secondary schools upon the English language. English literature, geography, and history, with, in the latter stages, some science and some knowledge of at least one other country. You will have noticed, too, the drawing, the music, singing at all events, and games—games for character, organized games for teamwork—all directed toward the making of the citizen.

There is of course a danger which has to be avoided through the spirit in which this education is given. We all know, who does not, the type of half-baked, half-educated puppy, male and female, who from the pinnacle of doleful experience attained between the age of 20 and 25 looks down with pitying contempt on all the grown and hearty men who have dared to say a good word for life since the beginning of the world. Young prophets—and who that is young is not something of a prophet—tend to be prophets of woe, which they tell us can only be escaped by what we elders call revolution. Young thinkers, speakers, and writers are apt to suffer most uncomfortably from possession by blue devils which in bad cases they

assure us can only be exorcised by blood. This is no new phenomenon.

Let me quote from Robert Louis Stevenson:

> It would be a poor service to spread culture if this be its result among the comparatively innocent and cheerful ranks of men. When our little poets have to be sent to look at the ploughman and learn wisdom we must be careful how we tamper with our ploughman. When a man in not the best of circumstances preserves composure of mind and relishes ale and tobacco, and his wife and children; when a man in this predicament can afford a lesson by the way to what are called his intellectual superiors, there is plainly something to be lost as well as to be gained by teaching him to think differently. It is better to leave him as he is than to teach him whining. It is better that he should go without the cheerful light of culture, if cheerless doubt and paralyzing sentimentalism are to be the consequence. Let us by all means fight against the hidebound stolidity of sensation and sluggishness of mind which blurs and decolorizes for poor natures the wonderful pageant of consciousness. Let us teach people as much as we can to enjoy and they will learn for themselves to sympathize, but let us see to it above all that we give these lessons in a brave vivacious note and build the man up in courage while we demolish its substitute indifference.

THE DYES THAT COLOR HUMAN LIFE.

I hope now that meaning is gradually emerging from my heterodoxy, that the cultured mind is like a richly filled dye vat, and that the object of education is to select the dyes. A moment's thought and we can name five of them—courage, cheerfulness, humor, sympathy, and some humility. These are spiritual dyes; there are also historical pigments which are so different that they are really of a different kind and should be thought of separately. To make my meaning plainer, let me take an example from my own experience. Twenty and more years ago there were two brothers, one largely educated in England, and the other in Scotland. The English-educated, as a boy, hated and despised the French; the Scottish-educated, at the same age, admired and sentimentally loved them. Both minds were approximately equally cultured, but they were differently charged with color. The explanation is simple; for centuries England and France were enemies, Scotland and France allies. The school histories of England and Scotland reflected this, and the result was as I have said. So you can pass through the whole range of the results of education and you will find the same sort of thing true.

Anyhow, beyond the machinery of education and the avowed purpose of education and the spiritual aspect of education stands the color of education. As a matter of fact the most vitally interesting thing to foreigners in connection with any national education is this thing I call its color.

It ultimately matters more to your State Department than any other thing in the whole range of their manifold duties to know the color of the education being given in the British Empire, in France, in Germany, in all the countries of South America—yes, in all the countries of the world; for, if your Secretary of State knows, let us say, the French color of education, he will know well how that nation will be thinking 10 years hence.

Now, the present British educational color I can tell you something about. It is strongly antimilitarist, and is, as it has always been, intensely friendly to you. As a matter of fact it is almost too sentimental about you. It presents you so favorably as to misrepresent you slightly, and the result is the common people of England are apt to be surprised, perhaps even a little disappointed, when you are most yourselves; but, at any rate, it is a most friendly and appreciative color. I trust that nothing will ever happen to change its tint, but I would be less than candid if I did not say this.

THE SUPREME OPPORTUNITY FOR EDUCATIONAL STATESMANSHIP.

The teachers of England are in the main young men whose minds have been plowed and harrowed by the war. Their eyes see things less through a veil of tradition and custom, and, if there ever were a time that could be fairly called anxious in this particular respect, it is this time. The same I believe is true with the parts reversed. Now is the day, both for political and educational statesmanship, so to think and so to act that the color of the historical education given in the schools of all lands is fair and true and sympathetic to the real virtues that every great nation possesses; and, when it has to deal with their vices and backslidings as it must, for every nation has black pages in its history, it should see that the perspective is kept true and fair and the extenuating circumstances honestly presented.

PRESERVE INDIVIDUALITY AT ALL COSTS.

There is still one thing more. Beyond the machinery effects of education, beyond its avowed purpose, beyond its spiritual, beyond its color, stands last, greatest, and most precious of all, the care of the ego. I used to tell my assistants to remember that those 10 words of Walt Whitman's, "Nothing, not God, is greater to one than oneself is," contained, if they would only dip deep enough into them, all the law and the prophets for them to remember in relation to their pupils.

There is another saying of Walt Whitman's that a teacher has to remember, "there is no object so soft but it makes a hub for the

wheel'd universe." Stevenson's comment on this is, "Rightly understood, it is on the softest of all objects, the sympathetic heart, that the wheel of society turns easily and securely as on a perfect axle."

This completes my survey for the heart of the British public made wonderfully sympathetic by the war. Shining through its department of education is the organ which will protect and nourish the millions of young British egos each more important to itself than God—remember they are young—and will provide the axle upon which the great educational machine of its own creating will revolve as it shapes and molds the future not only of the pupils intrusted to its care but also of the nation which it is my high privilege to represent here among you.

THE NEW INTEREST IN EDUCATION IN FRANCE.

PROF. GILBERT CHINARD,
Professor of French, Johns Hopkins University, Representing the French Ambassador.

MR. CHAIRMAN, LADIES, AND GENTLEMEN: His excellency the French ambassador, unexpectedly called to New York, was, much to his regret, unable to attend your meeting. He has requested me to bring to your convention his heartfelt wishes for the success of your undertaking and to assure you of the keen interest he has always taken in educational matters. In his absence, although I can not by any means fill his place, I shall endeavor to acquaint you briefly with the main aspects and the most recent transformations of the educational system of France.

It is no exaggeration to say that public education is at the present time one of the most important questions before the eyes of the public in France. A glance at the recently published budget for 1920 furnishes ample evidence of the fact. While the French are going to spend sixty millions for the ministry of foreign affairs, two hundred and sixteen millions for their colonies, and seven hundred and fifty millions for the navy, over a billion francs have been appropriated for the ministry of public instruction. This enormous sum covers not only the increases in salary which have been granted to all the teachers of France but the cost of new buildings and new equipment and the reconstruction of many schools which have been destroyed by the ruthless hand of the invader. A great progress has been accomplished in that last field according to the last statistics. Out of 6,445 schools which existed in the devastated regions before the war, 4,500 were destroyed between 1914 and 1918, but to-day no less than 5,345 have been reestablished, some of them in a very rudimentary way, to be sure, but they are nevertheless in condition to receive students as the villages are being rebuilt.

French education, as you certainly know, is more centralized and systematized than American education. It is placed under the supervision of the minister of public instruction and divided into three classes: Primary education, secondary education, and higher education. As we shall see later, these compartments are not absolutely water-tight, but must, however, be studied separately.

Primary education is free and compulsory and is given in public schools and in private schools. The teachers must be graduates of normal schools or else have obtained a certificate conferred by the Government after a special examination. The public schools are supported partly by the Government and partly by the local budget. In 1913 the total enrollment in primary schools amounted to 6,277,000 students, taking courses in 87,071 schools, under the supervision of 168,740 teachers. These figures do not include about 14,500 private schools which are not supported by the Government.

Secondary education is given in State and communal *lycées* and *collèges*, whose total enrollment was at the same date slightly over 100,000. Excepting the universities, there is no coeducation in France, girls having special *lycées* and *collèges*, with an enrollment of about 36,000.

Higher education is given in universities, divided into the four traditional faculties: Law, medicine, science, and letters, with an enrollment of about 40,000. To those should be added students who, after completing the secondary-school curriculum, gain admission in some of the special schools of engineering, military science, etc.

From these figures it can be seen that a large proportion of the students registered in secondary schools enter the universities and pursue higher studies. The task of secondary education consequently is to a large extent to prepare students for more advanced work and to give them that strong general culture which enables them to specialize later in life. From that point of view the articulation between the secondary schools and the universities leaves little to be desired. The same can not be said, unfortunately, of the relations which exist between secondary and primary education. The discrepancy between the figures is very great, indeed; over 6,000,000 pupils being enrolled in the primary schools against 100,000, or 130,000 if we include the girls, in the secondary schools. It means that secondary education, which in France is not free, is restricted to a minority of children and that a large majority of the French children cease to go to school altogether too early.

EXTENSION OF SECONDARY EDUCATION SOUGHT.

It is one of the most serious problems which the French are facing at the present time, and I mention it here because, if I am well

informed, the situation is somewhat similar in this country, at least in the rural districts. In large cities it is comparatively easy to find remedies; night schools, technical courses, institutes of all sorts have been established; but it is only gradually that the agricultural population can be educated to the necessity of going to school after they have mastered the rudiments taught by the village schoolteacher. The French, however, are facing the problem squarely; in the past they gave numerous fellowships to the brightest students of the public schools, and in that way enabled them to pursue their studies in state colleges and *lycées*. There is a strong movement afoot just now to make secondary education free and to push further the age limit. Some even are speaking of establishing what is called "*l'école unique*" and of doing away with the old separation between secondary and primary education.

The situation, however, is not quite so dark as it seems at first. It is true that to a certain extent secondary education, not being free, is reserved for children who belong to the middle class; but on the other hand we find a real democratic spirit at the bottom and at the top, if it is not so conspicuous in the middle. In that respect, it must be remembered that higher education in France is and always has been practically free. Our universities charge a fee which is purely nominal if we compare it with fees charged by most American institutions of similar nature.

It has been for centuries the constant policy of the French people to make it as easy as possible for students of moderate means to pursue the higher studies and researches. It was in that spirit that the *Collège de France* was established several centuries ago. There in the old house where so many of the great French scholars and scientists have taught the doors are wide open, even without the formality of registration, to all those who wish to come and attend the courses. There is no danger of the French relinquishing this noble tradition of disinterested studies and their humanistic and cultural conception of education. At the same time this love of tradition, which is so characteristic of the French, does not prevent them from recognizing the necessity of bringing about certain modifications in the present system. Closer relations must be established between pure research and applications. The universities must take a more active part in the industrial development of the country. The war has stimulated a movement which had already begun a few years ago to decentralize the scientific life of the country, to establish institutes particularly adapted to the needs of the community. New technical schools have been built, and laboratories for industrial research have been established in the provincial universities as well as in Paris.

SPECIAL ATTENTION TO FOREIGN RELATIONS.

A very interesting feature of the transformation of the French universities has been the special attention paid to the intellectual relations with foreign countries. It is no longer true that the French know no language except their own, and it is not true at all that they do not travel. French students have been invited to come to this country to spend one or several years in your institutions of higher education and get acquainted with the American people as well as with American scientific learning. They will go back to their native country rich in experience, and gradually will introduce into our school life some of the best features of your own. On the other hand, American students have been specially welcomed in France, and some of them will see that after all America may perhaps borrow something from France.

This policy of exchanges and open door in educational matters is the best policy that our two nations can pursue. They have common problems to solve, the greatest being the place and proper distribution of education in a democracy. We may try to reach the same aims by somewhat different methods, because we are not absolutely alike, but the principles and ideals are the same and we can greatly profit by each other's experience.

THE NEW INTEREST IN EDUCATION IN LATIN-AMERICAN COUNTRIES.

Dr. Jacobo Varela,
The Minister from Uruguay.

It is difficult to speak of the educational situation in Latin America as a whole. In the continent of the south there are many nations with similar problems to solve, speaking the Spanish and Portuguese languages, united in history and in ideals. Nobody wishes more energetically than I the solidarity of the Latin-American peoples among themselves and with the United States, your great country. Many benefits will be assured to all the Americas from this understading and closest friendship. But my interest for this ideal does not prevent me from seeing that, with reference to educational matters, Latin America is only a geographical expression. There are regions in which public instruction is in a rudimentary condition, and the proportion of illiterates disheartening. The climate, the sparse population not only prevent the diffusion of education, but also of the other blessings of civilization. The efforts of wise governments and the work of time will surely bring progress and culture to these lands, but at the present time the education in these lands is interesting only

to study the means to bring about ameliorations. In other countries, education has attained a high degree of progress and development.

If you take the Latin American peoples as a whole, the total figures could not show the significance that they would have if the progress had been more uniformly distributed. Their primary schools, however, counted by tens of thousands, and their secondary schools, equipped with advanced material, number more than 700, with a student population in this grade, excluding Brazil and Mexico, estimated at 125,000. There are also 400 normal schools and numerous agricultural, commercial, and industrial institutes.

SUBSTANTIAL PROGRESS IN URUGUAY.

In my own country, the Republic of Uruguay, primary instruction has received preferential attention from the Government and from the people. Our public schools are our national pride, the principal institution of our country, our hope in a better and enlightened future.

The methods are advanced, practical, adapted to our necessities; great care is devoted to the health of the pupils and to physical exercises; the new buildings have all the comforts required for the new conception of pedagogy. The school is not like a prison, regarded with fear or with displeasure by the children; to learn joyfully is our formula, and we realized it. The number of our schools in Uruguay has grown in recent years in a proportion so wonderful that shows perfectly our interest in the matter.

To-day we have three times more than in 1906. It is, I think, a good record in 14 years.

Better than figures, I would like to find, in order to impress your minds, some fact having the force of a symbol, which may show how ardent is the feeling of my people for education. Montevideo, the capitol of Uruguay, is a modern town with all the attractions of civilization. Lord Bryce has said of Montevideo, as reminded the other day in the *Sun* and *New York Herald*, that it is the place in Latin America in which a European would like to remain for life. In this town that has, I venture to say, some of the charms of your wonderful Washington—may I say of our Washington?—there are not the profusion or commemorative monuments that adorn the capital of the United States.

AN EDUCATOR SINGLED OUT FOR COMMEMORATION.

There is in Montevideo till now, perhaps, only one great artistic monument erected by the gratitude of the people to the memory of one of their servants. It is not destined to honor the memory of some warrior, of some "caudillo" who became famous in the past

in the then chronic South American revolution. It honors the reformer of the public education, the champion of education extended to all classes. This fact shows the predilection of the people for the leaders of public instruction. Do you not think that a people that has such inclinations is in the right way? I am proud in saying that it is the monument to my father. By a happy conception of the sculptor, the monument shows on one side the figures of a group of children and of rustic men receiving the benefits of education, and on the other side the same group some years later, transformed by the influence of the school, in respectful attitude before the effigy of the law. Of this magnitude, in fact, has been the influence of the expanded education in my country.

I can not resist the desire of expressing to you the part that in this great work belongs to your country for its inspiring example. More than 40 years ago my father, a young man anxious for more culture, arrived in the United States on a voyage of business and pleasure. He also desired to study the spirit of your lofty democracy, and to be able to bring back some of your welfare to his then unfortunate native country, devoured at that time by incessant civil wars, and by the ambitions of politicians and domestic militarists as dangerous as international militarism. His vocation was not fixed at that time. Fate put him in touch with the then minister of the Argentine Republic to the United States, Mr. Sarmiento, one of the greatest men ever produced by Latin America, and one of the first educators of our continent. "What must I do for my country?" asked the Uruguayan. "You must study the education in the United States, and follow this example and inspire enthusiasm for this cause in Uruguay."

TRANSFORMING INFLUENCE OF EDUCATION.

The counsel was followed, and thus began a formidable campaign in Uruguay in favor of compulsory public instruction, free, rational, without distinction of so-called social classes, or religions, or factions. Great was the resistance opposed by prejudice and by blind ignorance: but the fruit of the victory has been priceless. We have won in the struggle the true self-government. We have now a system of government conceived by ourselves for our necessities, good government in the book of the constitution and in the reality of the facts, pacific people, respectful of the laws, anxious for learning, and loving the great ideals as proved during the war with the unlimited and virile adhesion to you. All this is the final result of the expanded education.

It is necessary to inspire passionate interest for public education in all classes, in all countries. The work is above factions and frontiers, and has a human character in the present moment of his-

tory. We must show that the life of a man is not complete until he has made an effort in favor of public education. Indifference is almost a crime. The people in all democracies must demand of all candidates in public elections, representatives, governors, mayors, not mere promises, not pompous programs, but his record in the past in favor of public education. This duty nobody has the right to escape.

For several years I was a member of the National Congress of my country. Absorbed in international and financial problems, I did not give the attention that I wanted to the educational necessities of the country. I would be, however, ashamed if I were obliged to say that I did nothing in the matter; but this is not the truth. I am gratified to say that I proposed and obtained from the Congress an increase in the salaries of school-teachers. The teacher is the master-key of the school. The course of study may be excellent, wise the organization, but if the teacher is not at the height of his mission, the effort will be vain and sterile the work. No matter how potent may be the influence of the family, nor how great the vitality of the race, if the teacher is incompetent, the people will soon be on the road to decadence.

DEMOCRACY WITHOUT EDUCATION A CONTRADICTION IN TERMS.

The teachers are among the first citizens in a democracy. Democracy without education as its corner stone is a contradiction in terms. How can a people govern itself when it is in a state of ignorance? Usually, so-called democracy in ignorant nations is only a mask for despotism; that has been in the past the sad fate of several Latin-American peoples. Work for education, and true democracy will appear as naturally as the fruit of the tree.

EDUCATION AS A NATIONAL INTEREST.

Hon. Horace M. Towner,
Representative from Iowa.

This topic means, as I interpret it, "What can the National Government do to aid the States in the education of their people?"

Immediately when we consider this question we are met with the constitutional limitation. The Constitution of the United States does not give to the Congress the power to control education, and the National Government has no power except that which is given to it by the Constitution. But there is another provision of the Constitution which allows the Congress to make appropriations from the national treasury for anything that in its judgment will promote the general welfare of the people of the United States.

And so a great many years ago we commenced making appropriations and granting immense tracts of land to the States in aid of education. We have also from time to time put certain educational interests within the various departments and bureaus of the Government, and have granted them funds to carry on their work. But, unfortunately, we have never done what we ought to have done years ago, namely, create a Department of Education, with its chief as a member of the President's Cabinet.

CERTAIN OBJECTIONS EXAMINED.

It has been objected that the creation of a department of education, and the appointment of a secretary of education, will be placing education and the common-school system under the control of the Government. I have already pointed out that the National Government can not control education, and we have no idea or intention of seeking control of education when we suggest the creation of a department of education.

We created a Department of Agriculture, but Congress has no power to control agriculture and does not seek to do so. The department was created for the purpose of fostering and aiding the development of agriculture, and so we grant annually millions of dollars to foster and elevate and make effective the agricultural interests of the country.

And so we have done with labor. We have created a Department of Labor, with its chief a member of the President's Cabinet. But he does not seek to control labor. It is to foster and protect and elevate the interests of the laboring man that this is done.

And may we not aid the States and foster education, just as has been done in the case of these other interests? Is it possible that the development of agriculture is considered of greater interest and importance to the people of the United States than the development and encouragement of education? Is it more important that we should appropriate millions of dollars every year for the reduction of hog cholera than that we should appropriate something, at least, for the eradication of illiteracy?

These questions answer themselves. And so I take it that whenever the question is fairly examined, it must be the judgment of intelligent people that we should, as a duty and as an encouragement and to bring about efficiency in education, consolidate these various interests and make them more effective by the creation of a department.

EDUCATIONAL INTEREST AND EFFORT SCATTERED.

As it is now, there are about 50 bureaus, divisions, sections of the Government service having something to do with educational activi-

ties. We now appropriate millions of dollars a year from the National Treasury for educational purposes. All of these interests ought to be brought together and correlated and considered together when we adopt, as we shall very shortly, a budget system. And when this is done I hope there will almost immediately follow the law which will create a department of education.

URGENT NEED OF FEDERAL AID.

We have a condition in the United States which is nothing less than a crisis in educational matters. We thought our showing in the 1910 census was fairly satisfactory. We found then that there were 5,500,000 people here who could not read and write, and only about 3,500,000 men and women who could not speak or read or write the English language.

And so we said we were getting along very well. We have 100,000,000 people, and this small percentage of illiteracy is nothing to be particularly alarmed about. It is true that it placed us ninth among the nations of the world, and that most of the civilized peoples are ahead of us. But then we were prospering.

However, the war came along and upset our equanimity. An examination of our young men between the ages of 21 and 31 years showed that nearly one-fourth could not read a newspaper intelligently, could not write letters home to their parents, or read letters which they received, and could not read the signs and notices posted about the camps.

NATIONAL SAFETY ABSOLUTELY DEPENDENT ON EDUCATION.

This was the condition we found. If anything on earth could, it ought to convince us that education is a national interest, for we found out that our very national defense was impaired by illiteracy and ignorance.

Do you say that that is not a national danger? Is not the safety of the Republic placed in peril when one-fourth of the men we call to arms can not serve efficiently in the defense of our country, or can not intelligently exercise their functions as citizens under a free government?

We can not trust this precious treasure of liberty which we have gained at such great cost, and which we must preserve at any cost, to men who can not even read the ballots which they cast. Of all the dangers that can be imagined, to me there is none greater than this.

If we would preserve this Republic of ours, which, as you have heard to-day, is to most of the world its promise of perpetual liberty and happiness for the people, we must preserve an intelligent man-

hood and womanhood in America. Unless we can do that, I believe that we ought to understand at once that we can not tell whether or not this Republic can preserve itself and perpetuate its present form of government.

If the Republic can preserve an intelligent citizenship for the determination of its duties, for the discharge of its responsibilities, and for the defense of its rights, then I have no fear for the future of the Republic. But if we fail in this, and allow a determining portion of our people to become or remain ignorant and illiterate, then I fear there is grave danger that the Republic will ultimately fall, dishonoring itself, and bringing upon itself the condemnation of mankind and the maledictions of history. I can not believe, my fellow citizens, that you will refuse to do your part in preventing any such calamitous outcome.

THE HARVEST OF CULPABLE NEGLECT.

We are too prone in America to set up an institution, watch it carefully in its inception, noting any defects and remedying them as we can, and then, after it is in successful operation, and we have overcome the initial difficulties, to accept it as something accomplished and go away and leave it. Now, that is what we have done with the common-school system of the United States.

If this were not so, do you suppose that we would allow the present conditions to exist? The average salary paid to school teachers last year was only $640, and we paid the scrubwomen working in the public buildings in the District of Columbia $240 more than that! The carpenters throughout the United States received an average wage of more than twice that; and the bricklayers received an average wage of more than three times the average wage of teachers.

Is it any wonder that 18,000 of your schools are closed? Is it any wonder that 42,000 schools are taught by teachers who are incompetent to teach, and who ought not to be allowed to enter a schoolroom as teachers? Is it to be wondered at that 200,000 young men and women who have never even completed the grade schools are now teaching schools in the United States?

These are the conditions that exist because the people have gone away and left the common schools to take care of themselves.

Wendell Phillips said:

> Despotism looks down in the poor man's cradle and knows that it can curb your ambitions and crush your will; but democracy sees in that baby hand the ballot, and prudence bids it place intelligence on the one side of those baby footsteps and integrity on the other, lest her own hearth be imperiled.

When the hearthstones of America are imperiled, it will not be from foes without, it will be from foes within. And the most

deadly foe to the safety of America and to the perpetuity of our constitutional government is nothing but illiteracy and ignorance and the indifference of the people to the common-school system of the United States. I hope to see that condition remedied, and I call upon you to go out into your respective districts and awaken the people to the conditions that exist and the dangers that threaten.

THE RURAL SCHOOL AND THE RURAL TEACHER.

Hon. Robert A. Cooper,
Governor of South Carolina.

We are beginning to realize in my section of the country that it costs less to provide education than it does to support and endure ignorance.

In less than 20 years the taxpayers of a certain mountain county in one of the Southern States spent something like $120,000 in the prosecution of persons who had violated the law with reference to intoxicating liquors. The person who gathered the statistics on the subject said this:

> That would have been enough money, and more than enough, to have provided adequate educational facilities for every person put on trial, as well as the members of his family; and had the county, instead of being put to the necessity of spending this large amount of money in the prosecution and conviction of citizens who had within them potential good, directed its efforts to providing education, not only would the taxpayers have been in a better condition from a financial standpoint, but the moral strength of that community would have been a great deal better.

THE RURAL SCHOOL HAS BEEN NEGLECTED.

The rural school is necessarily the center of rural life, and determines the standard of that community, not only in its political life, but in its social and economic life. To make rural life more attractive, and to give a larger life to the average person who is engaged in agriculture, is not a burden, but on the contrary becomes a dividend-producing investment.

The chief trouble with the rural school is that it does not furnish educational facilities equal to the school in the industrial or more densely populous community. And what is the effect? Why, men are doing what they ought to do; they are doing what their duty compels them to do; they are moving to the city and to the town for the purpose of securing for their children the best educational advantages. What does that mean, my friends? We have to-day the problem of the high cost of living, caused by the fact that we are producing less than we are consuming. We are producing less than the world needs. But, do not criticize the man who leaves the rural com-

munity and ceases to produce food and the raw material for clothing. He is doing what he ought to do until his State has provided him with educational advantages which permit to his children an equal chance in life. He ought to get away. I look upon this matter as the fundamental need in our education.

My own State, the smallest in all the South, paid in taxes for State, county, and municipal purposes, and tax to the Federal Government, in the year 1919, more than fifty millions of dollars. I am not going to tell you how much of that was spent for education. I am going to ask you, however, to come down and see us in about two years, and we shall be glad to tell you what we are doing. We have not appreciated the value of the rural school, or its fundamental part in our educational system, and we have had no concern whatever with the rural teacher.

Some probably would destroy the institutions of this Government if they could. You do not find that in the rural community. It is not there. The greatest potential asset of this country to-day in sustaining the institutions of this Government is in the rural communities. You find there pure Americanism; you find there a population anxious to have a larger life; to perform a larger part in the support of our institutions and ideals. We can not afford to neglect those people. We must provide them with educational facilities. Let me emphasize it, educational facilities equal to those in any other section of the State. Now, if you do not do it, my friends, they are going to move to the towns and cities, and then they become a part of the consuming rather than the producing class. That's the problem as we see it in our section, and we have undertaken to put on a campaign to meet it.

If you find a town or a city where the population has become less you readily conclude at once that that town or city is a failure. I am not going to conclude that at all. I find out what has been the condition in the rural communities surrounding that place. If we find a decrease in the rural population it is because we have not provided our rural communities with adequate educational facilities.

In the South, prior to 1861, our people all lived in rural communities. I once heard a gentleman say, who grew up in those days, that he had very little respect for the man who did not live in the country or in London. My friends, that is changed, because we have not properly supported the rural school.

RURAL LIFE AND SELF-EXPRESSION.

The rural school and the rural life promise to the average man something that every man and woman wants, something that human nature always has craved and always will. That is, the means of

self-expression. I believe that one of our problems in industrial communities and industrial life is due to the fact that the average man is not satisfied to be a part of a machine. It is in the rural communities that a person may have self-expression. He has there a chance of development, and we must keep a sufficient proportion of our people in these communities. If they are an essential part of our civilization it is due them that we shall provide them with the attractions and the facilities necessary to give them the largest life.

Let us recognize always this fundamental fact that, even though the grass may grow in the streets of our cities, the country is secure if we can have a prosperous, contented, rural population. But when we fail in the rural community it matters not what other means of defense we may have; we must build up there and sustain that or our position is lost.

V. EDUCATION FOR CITIZENSHIP AND CULTURE.

EDUCATION FOR CITIZENSHIP.

Hon. Carl E. Milliken,
Governor of Maine.

[Address of the presiding officer at the opening of the session, 8 p. m., May 21.]

I have seven excellent personal reasons for interest in education—one of them in college, five in the public schools, and one at home too young to go to school. But it is not for these reasons, nor for any other personal reason, that I am here.

During the war, whatever was important for the national defense, whatever was needed by munitions works, and for use overseas, became a matter of first duty for all citizens to furnish. It was not a question of academic belief. The American people did not believe in war, and do not now believe in war, and did not desire war. It was the fact that we were in an emergency, and that the welfare and safety of our Nation and of the world depended upon applying all of our great resources to the problem of winning the war.

A WAR FOR THE PRESERVATION OF IDEALS OF CITIZENSHIP.

Somebody has suggested that the next great military struggle will be in the Pacific, and that Australia will be the prize. Perhaps this is a mere idle topic for speculation, but the next war is not in the Pacific; the next war is in the making. It is now on.

It is to determine, not the military question, but the question as to whether this citizenship of ours that has come through the strain of warfare will stand the strain of peace, and will resist the tenden-

cies to self-indulgence and to ease and luxury, and whether in the next generation this democracy will prove itself to have been worth saving.

And so it is from the point of view of national defense, I take it, that we are met here in Washington, or, as the commissioner has so pointedly said, "The life of the democracy depends upon its citizenship." The military emergency through which we have passed was never so serious an emergency as the emergency of citizenship in time of peace.

INTANGIBLE YET IRRESISTIBLE FORCES.

I do not know whether any of you have ever had the experience of being in a crowded hall, and hearing a sudden cry of "fire." If you have, you know what the words "pull of a crowd" mean; not the physical contact with bodies in the crowd, in the rush for the door, in the frantic struggle, but the feeling of panic or fear that runs through the crowd in such circumstances, as real a force as any physical force in the universe.

And it is some such force that is determining the future of our citizenship, because it is that force of community life and community personality, impinging on the lives of growing boys and girls, and on the lives of those aliens who come among us from other lands, that is determining what the average of the character of these future citizens will be, determining as absolutely and as definitely as any problem in mathematics.

And our present interest in this matter is because the life in school is probably more potent in the development of the character as well as the intellectual life of the average boy and girl than any other influence. It is from the point of view of the national security and defense, therefore, that I ask you to hear the able and thoughtful addresses of the evening.

THE INTEREST OF THE CHURCHES IN EDUCATION.

Dr. Robert L. Kelly,

Executive Secretary, the Association of American Colleges; the Council of Church Boards of Education, New York City.

Just as there are three great coordinate departments in our Federal Government—the legislative, the executive, and the judicial—so there are three fundamental agencies in the social structure of our country—the home, the church, the school. They have a common task; they are partners in the same work. They have essentially the same ideals. Each must maintain its indentify, but each must work with the other two.

The interest of the churches in education, therefore, is the same as the interest of one partner in the work of the other partners for the common good. In a certain sense, two of these great agencies, the church and the school, were born in America at the same time. They have been cooperating since their birth, and the interest and progress of one are bound up in the interest and progress of the other.

In every community of pioneer days there were first erected a few log cabins, which were destined to be the homes of the settlers; secondly, there was erected a log cabin which was to be the meeting house: and immediately thereafter there was erected another log cabin which was to be the school. To adopt the words of the British ambassador in this conference this morning: "This is the way the system of American education grew out of virgin soil. These are the elements which make up the genius of the American people."

AVOWED PURPOSE OF THE COLONIAL COLLEGES.

A splendid illustration of this close partnership between religion and education is found in the organization and progress of the colonial colleges. It is a significant historical fact, well known to you, that they were all founded by the churches, and they were founded for a definite purpose, although that purpose expressed itself in dual form. To use a quaint quotation from the charter of Yale, the purpose of that institution, and indeed of all of these colonial colleges, was "to fit men for public employment in the church and civic state."

This was their dual program. The founders of those early educational institutions did not discriminate between the function of religion and the function of education. And that those institutions were true to their trust is indicated by the type of product which they turned out.

On the alumni lists of these colonial colleges are to be found such names as John Hancock, Samuel Adams, Thomas Jefferson, Alexander Hamilton, John Adams, James Monroe, John Marshall, James Otis, Josiah Quincy—men who, with others like themselves, laid the civic foundations of our Republic. At the same time, and in the same classes, they were graduating Increase Mather, Cotton Mather, Jonathan Edwards, Samuel Hawkins, Nathaniel Adams, Timothy Dwight, Joseph Bellamy—great outstanding apostles of righteousness, who, with others like themselves, laid the ecclesiastical foundations of this Republic of ours. Religion and education were wedded in the inception of educational work in this country.

Since colonial days colleges have been founded by churches in every State except three or four, and to-day out of more than 500 standard colleges, recognized by the Bureau of Education and by other standardizing agencies, more than 400 are organically connected with

the churches or affiliated with them, while most of the other 100 were founded by the churches and maintain to-day the most kindly and intimate relationships of an unofficial character.

COMMON SCHOOL ALSO SPRANG FROM RELIGIOUS IMPULSE.

It is true also that the American public school system came forth from the same sort of impulse, the religious impulse. Horace Mann was a minister of religion as well as a minister of education.

No better confirmation of this vital relationship between these two great American ideals need be cited than that preamble of the Ordinance of 1787, which provided for the government of the Northwest Territory:

> Religion, morality, and knowledge being necessary to good government and the happiness of mankind, schools and the means of education shall be forever encouraged.

And in our great State universities to-day it is true that religion and education are wedded in our common aspirations and purposes. Those who have visited our land-grant colleges in recent years and months, with the view of testing the temper of them and determining the spirit of them, testify that in these institutions are to be found some of the healthiest, sanest, most hopeful religious life to be found in any centers anywhere in this country.

After a ripe experience of 50 years as an educator, Mark Hopkins, one of the greatest educators America has produced, said:

> Christianity is the greatest civilizing, molding, uplifting power on this globe, and it is a sad defect of any institution of higher learning if it does not bring those under its care into the closest possible relationship with it.

And I declare to you to-night that it is my conviction that no more disastrous thing could happen to our civilization, and because of the influence we may have in the world in the next generation, no more disastrous thing could happen to the world than that the tie should be severed that binds together religion and education.

A British subject located temporarily in the late Ottoman Empire remarked the other day to an American citizen: "Wherever the Germans go you will find an arsenal; wherever the French go you will find a railroad; wherever the British go you will find a customhouse; and wherever the Americans go you will find a schoolhouse." Now, if the schoolhouse is indeed the symbol of America's message to mankind, then we must use great care and wisdom in selecting the forces that play within and about the schoolhouse.

CHURCHES INVESTING HEAVILY IN EDUCATION.

Since the armistice day many religious denominations have put on great forward movements, hoping thereby to be able to render greater

service to this bewildered world at home and abroad. Their main purpose, to be sure, is to assist in extending the influence of the golden rule, but their method is primarily and almost entirely the method of education.

To be specific, since the armistice, the Methodist Episcopal Churches North and South have raised $165,000,000 for their forward movement; the southern Baptists have raised $90,000,000; the Presbyterian Church North has raised $60,000,000; the Episcopal Church, $40,000,000; and the Interchurch World Movement, which is conducting a drive not yet completed, has subscribed $180,000,000. I do not name all of the denominations that have been engaged in these drives, but those which I do name have already raised a total of $535,000,000.

Now, the greater portion of this money is to be invested as endowments in schools and colleges, and is to go to the increase of teachers' and professors' salaries, and in carrying on religious education among students and tax-supported institutions of all grades.

ACTION BASED ON CAREFUL INVESTIGATION.

As an illustration of the care with which this work has been done, I may cite the case of the Interchurch World Movement, which is now conducting a survey of American education of so comprehensive a type, and so thorough in its methods, that when it is completed there will be the largest accumulation of facts bearing on higher education in the United States that has ever been brought together at any one time in all the history of American education.

For three years the Association of American Colleges devoted itself to a study of the definition of an efficient college, and at its conclusion 260 college presidents unanimously agreed to the definition indicating the elements that should go into an efficient college. That efficient college was made the basis of the budget which the American education department of the Interchurch World Movement has completed.

These churches have the facts.[2] These churches are constructing a budget upon the basis of these facts, and these churches hope to make a valuable contribution to the progress of American education.

EDUCATION AND THE SUFFRAGE.

Mrs. Maud Wood Park,

Chairman Board of Directors, National League of Women Voters, Washington, D. C.

When the dilatory thirty-sixth State has ratified the Woman's Suffrage Amendment, this country will see such an expansion of suffrage as has never before been granted by any organized and orderly

[2] The data of the American education survey here referred to are now in the hands of the Council of Church Boards of Education.

government. Revolutionary China and revolutionary Russia did for a time extend suffrage to numbers of persons probably greater than the number who will be enfranchised when the suffrage amendment is ratified. But revolutionary China and revolutionary Russia were not in a condition to continue the right which was temporarily extended.

Upward of 20,000,000 women will be entitled to vote when the franchise is extended to all the women of the country. Approximately three-fourths of these will be new voters. If the women who are to be new voters were put two abreast and started in a line of march, marching something like 20 miles a day, they would take over six months to pass a given point.

WHAT WILL BE THE EFFECT?

That will perhaps give some idea of the enormous extension of suffrage that is to come very shortly in this country. And it is highly appropriate that thoughtful men and women should be asking what the result of this tremendous extension of the suffrage is going to be. Will women merely duplicate the votes of men, adding numbers without changing percentages? Are they going to fail to vote, and thus produce no definite result? Or have women a distinct and distinctive contribution to make as voters?

These are questions which no one can answer finally at this time. It is always dangerous to prophesy, and yet, so far as experience goes in those countries and States in which women have already voted, that experience leads to the expectation that in certain directions women will have a somewhat different contribution to bring from that which has been brought by men in the service of the Nation. Such special contribution nearly always has lain in the direction of women's special qualities.

I do not wish to enter the argument as to whether the differences that we do recognize in certain psychological qualities of men and women are fundamental and ineradicable, or whether they are merely adventitious. I grant that to any statement that I may make on this subject there are often glaring individual exceptions; but, by and large, I think the world agrees that women have some qualities in greater proportion than men have those qualities, and that men have other qualities in greater proportion than women possess those same qualities. Dr. Anna Howard Shaw used to say:

> Women know more about some things, and men know more about other things; but men and women together know all that is known about everything.

Now, it is in connection with those things which women know more about that I believe their special contribution to the Government of this country is to come.

THREE CHARACTERISTICS OF WOMAN'S ATTITUDE.

In the first place, there is the habit of persistent and continuous industry, which women's experience in life has trained them to follow out. Women are home makers, and know that you can not wash the dishes, for example, on Monday morning, and expect them to keep washed for the remainder of the week. The work has to be done again at noon and at night, and then all over again on Tuesday morning, noon, and night, and so on.

Women who have the care of little children, as most women do sometime in their lives, know that you can not make children good and well behaved all at once; it has to be done "line upon line, and precept upon precept."

And so women got the habit of doing the same thing over and over again, and realizing that it must be done over and over again if finally good results are to be obtained. Men, on the other hand, I think, are more likely to go out and do some good and glorious thing, and then they want to stop off and take a rest.

A well-known writer traced that tendency of man back to the primitive days, when the man went out and shot a bear, let us say, and dragged it back to the edge of the camp; and the woman took the creature at that point and skinned it and prepared the flesh for food and the skin for clothing or tents, as the case might be. Meanwhile, in the words of this writer, the man lay down on his mat and went to sleep.

Now there is a great deal of that sort of thing in modern life, and in the difference between the way that man and woman function. The men like to work hard, and then they want to lie down on their mats and go to sleep.

And that is one of the reasons why so many splendid outbursts of civic enthusiasm flare up and fizzle out! The reformers who had the power of the vote have been largely men, and after they have accomplished their reform, they have taken a few minutes to lie down and go to sleep. Now, the women, with the other sort of training, I believe, are going to bring into our public life that habit of persistent industry in keeping after the concerns of the public that they have developed in keeping after the concerns of the home.

In the second place, I think we should all agree that women are more likely than men to see the human side of public questions. Women have had the care of the children, of sick persons, of the dependent and the defective groups in society, very much more than men. They have learned a sympathy and understanding for human weakness that men do not so easily possess, and that will be a very valuable contribution to the welfare of society, if women are able to make the human side of public questions as important as it ought to be in the consideration of our statesmen.

In the third place, women have a tendency to put more emphasis upon moral issues than men have. They have to teach the children that right is right and that wrong is wrong. They have not been tempted to compromise by the strong competition of business life. They have been looking at the absolute right and the absolute wrong of things more steadily than have men. And, again, that is a quality that will be of great value to us in the consideration of public questions.

SCHOOLS OF CITIZENSHIP.

I emphasize these three traits because I think they tend to combine in the subject we are met here to discuss, the subject of education, which is of such enormous importance to women, both as teachers and as those who have the home training of children.

The organization which I have the honor to represent has planned, first of all, to educate ourselves and all the other new voters who want to be educated. We are planning in our program citizenship schools for the new voters, one in every voting district of every State, if it is possible to bring that about.

We planned these schools because we realize that women are serious about this question of using their suffrage for the benefit of the Nation, and therefore we did not give much thought to what the result might be for the men. I am much gratified, therefore, to be able to quote a Member of the Congress of the United States who said that the establishment of these citizenship schools all over the country is going to "bring about a renaissance of interest in our great public questions that will count enormously in the future of this country."

We hope and pray that this may be the case, and we mean to keep persistently at this business of educating ourselves, in order that we may account to the country, through our votes, as real assets, and not as liabilities.

AN EDUCATIONAL PROGRAM.

In politics our program is essentially a woman's program. We believe there is no object in our presenting general issues, but just those questions which are of primary and distinctive importance to women.

The first of these subjects is the natural and most important one of child welfare; and the second is the equally natural and equally important one of education. The plank concerning education which we are requesting both the political parties to adopt carries the following requests:

First, a Federal department of education; second, Federal aid, where necessary, for the removal of illiteracy, and for increased

salaries for teachers; third, thorough instruction in the duties and ideals of citizenship for those of our own land, and for the newcomers to our shores.

Matthew Arnold once said that if the world ever sees a time when women come together purely and simply for the good and benefit of mankind, it will be as a power such as the world has never known. Now, I believe most firmly that when the women of this country have the opportunity to do so, they will come together for the benefit of education, and I believe they will come together as a united power for the promotion of education such as this country has never before had.

EDUCATION FOR CITIZENSHIP.

Right Rev. THOMAS J. SHAHAN,

Rector Catholic University of America, Washington, D. C.

When we speak of citizenship we mean of course our traditional American citizenship, that choice flower of our public life, from George Washington to Abraham Lincoln. Its roots are still intact and its high spirit is still abroad, wherever the great world-shaping documents and facts of our political life are known and honored.

In 100 years American citizenship has renewed the political face of the world, and if there be yet a few convulsive struggles of oppressed mankind, it is largely owing to the very fact of American freedom that there are political convulsions, and that the just claims of oppressed peoples are not formally and definitely extinguished. In a few generations our American citizenship, this lively American sense and practice of our public rights and duties, has subdued a whole continent, has overcome all obstacles that nature and ignorance could offer; has interpreted, purified, and elevated itself amid gigantic tasks of material development; has fully assimilated several foreign human stocks; has rejected many brilliant temptations to walk the paths of opportunism and error; has kept substantially sane and true its judgment of all public life outside its own limits; has cherished on all sides a spirit of healthy progress, social unity, and moral elevation; has followed the ways of peace, though not in folly, servility, or selfishness; has contributed richly to the arts and sciences, and to every phase of intellectual life.

If this be a true description of American citizenship, it follows, first, that it needs no apology for its present condition and temper; second, that we must not tolerate any obstacles to its normal beneficent action. The new heresies that sin against traditional or usual concept of American citizenship should be followed up, challenged, and destroyed root and branch as anti-American, and thereby inimical to the general welfare of mankind.

AMERICAN CITIZENSHIP A NEW-WORLD INSPIRATION.

Between American citizenship and European citizenship there is a specific difference, ocean wide, literally and morally. We can not think in the same terms, for our American political experience, like our American Constitution and Government, differs profoundly from that of Europe. Their political development has been mainly one of endless wars over a thousand years in the same small cockpits and for the benefit of the same type of men. Deep, sullen, patient, ineradicable vindictiveness has long prevailed in vast human strata in Europe. Hatred and revenge are the gospel of millions rendered quasi insane by centuries of oppression.

Humiliation also is written across the forehead of most great nations of Europe—defeats; losses of territory, population, and resources; dynastic troubles; transfers of allegiance, of religion, of advantage and opportunity; treacheries and betrayals without number, all the known evils of an immemorial secret diplomacy. Since the days of Charlemagne, a narrow strip of land from the Alps to the sea has been dyed to saturation with human blood, and over it have raged all the political passions and vices, all the social and economic conflicts, all the religious bitterness and antipathy, all the personal ambitions and vagaries of irresponsible rulers, vindictive factions, and nameless miscellaneous selfish misgovernment.

How different the origin and growth of American citizenship! Its enmities have been those of nature, i. e., distance and physical obstacles; its conquests those of knowledge and labor, the peaceful conquests of exploration and transportation and intercommunication; the incredible development of the forces latent in the elements of nature, the discovery and uses of the raw materials and essentials of industry and commerce; the growth and movement of harvests that stagger the imagination; the constant knitting together of all human elements and forces within easy range of a broad human democracy! The evidence and the honor of our traditional American citizenship lie in this immense complexus of universally beneficent facts, for they are its proper fruit, and as they stand have so far never been met with in other political forms and conditions.

We of the United States are preeminently the New World, with all that the pregnant term implies, and mankind yet looks to us in the spirit of those multitudes who quitted the Old World and took up life anew on this side of the Atlantic while yet the radiant figure of George Washington stood before all men as the incarnation of that human love of freedom which had been for ages a will o' the wisp.

Sympathy with Europe, yes; aid and comfort, yes; encouragement and charity, yes. But let us not be drawn closer to the maelstrom of

its politics or its statesmanship, for they are decidedly not kin to American citizenship, and are without exception all tarred over with an unclean imperialism, all one long sad chapter of the strong, rich, and masterful beating down the weak, the poor, and the lowly, enslaving them, and dooming them to a toil without hope, reward, or end.

OUR OWN HISTORY THE BEST MEANS OF CIVIC EDUCATION.

Naturally, one of the best means of civic education is the true history of our own country. Its great crises and problems are so near to us; its great figures yet so visible in the background of national life: the great documents and monuments of one marvelous century are yet so intact and legible that there ought to be no fear of our misunderstanding the deeds, the principles, and the spirit of the men who founded this Republic, and with divine aid and great human wisdom conducted it rapidly to greatness.

It needs no Cicero to proclaim the influence of historical teaching. The great war has taught us to what extent the historian can penetrate the mind of a great people, and hurl it blindly and recklessly against unoffending neighbors. Our American history should be widely monumentalized, so to speak, with the conscious purpose of making eloquent by national and local effort our public building, great natural sites and objects, and every occasion of visualizing the salient facts and truths, and the real spirit of our public life.

The arts would profit greatly by this high and noble propaganda. What more patriotic subjects for the walls of our new railway stations than the great oration of Patrick Henry or the Battle of Lexington? Ages can not wither such themes nor custom stale their moral force, nor ought they ever to fade from the consciousness of our people.

INDIVIDUAL FREEDOM THE GENIUS OF AMERICAN LIFE.

Individual freedom, vast and delectable as the prairies or the forests, was the dominant note of this first century of American history. The old pagan concept of the state, as many would have us take it over from Europe, or rather from that prewar Prussia we have overthrown, an absolute omnipotent juggernaut, was both foreign and offensive to this original American citizen, to whom all centralism and imperialism were odious.

In this respect we are drifting away from the type of American manhood that built our Nation, secured its frontiers, and wrote our bill of rights in a few immortal principles. Under specious pretext, and often by reprehensible means, our traditional American concept of individual and local freedom, rights, duties, and responsibilities,

is greatly imperiled in recent times. The family, the home, and the natural rights of parents are injured by legislation, actual or proposed, that ignores the fundamental rule of American democracy, namely, that the State has no right to restrict the liberty of the individual beyond the limits necessary for its own protection and preservation.

Nor will it do to say that new times and conditions, industry and commerce, inventions and discoveries, have created a new order of life in which the American individualism of our golden age can no longer be tolerated. In this personal freedom, for which he defied kings and aristocracies, the American citizen has ever recognized the primal irreducible element of his political life. Pride in it, and exercise of it, have colored our national life, so to speak, in every decade, and wherever the American citizen set foot on his vast patrimony.

ASSUMPTION OF INDIVIDUAL RESPONSIBILITY FOR EDUCATION MUST BE ENCOURAGED.

This vast freedom of initiative made and makes the American citizen of the original type a natural enemy of all monopoly, whether in business or in politics, and the same general temper is to be observed in his attitude toward religion. We can not therefore imagine him inclined to a State monopoly of education, for which reason our American life has until recently been spared any serious endeavors to change the fiber of our traditions in this respect.

We may also believe that, as he looked about in the United States and observed the incredible development of education, owing to private initiative and religious zeal, the immense and costly equipment, the personal toil and sacrifice, the rare idealism of the teachers, the secular benefits conferred upon poor and struggling communities, the healthy mutual rivalry, the facile Americanization of multitudes otherwise destined to become politically drift and refuse of their time; as he observed their happy insistence on the highest morality anchored in religious belief, and thereby secured the joyful acceptance of civil loyalty; as he made note of their alacrity and ardor in responding to the call of the American State whenever the hour of its supreme peril was at hand, and in offering their lives for its safety and welfare, he would cordially agree with the educational principles set forth in the following brief paragraph from the recent pastoral letter of our American Catholic bishops, read in all their churches, and accepted by all their people:

> The State has a right to insist that its citizens shall be educated. It should encourage among the people such a love of learning that they will take the initiative and without constraint provide for the education of their children.

Should they through negligence or lack of means fail to do so, the State has the right to establish schools and take every other legitimate means to safeguard its vital interests against the dangers that result from ignorance. In particular, it has both the right and the duty to exclude the teaching of doctrines which aim at the subversion of law and order and therefore at the destruction of the State itself.

The State is competent to do these things because its essential function is to promote the general welfare. But on the same principle it is bound to respect and protect the rights of the citizen, and especially of the parent. So long as these rights are properly exercised, to encroach upon them is not to further the general welfare, but to put it in peril. If the function of the citizen, and if the aim of education is to prepare the individual for the rational use of his liberty, the State can not rightfully or consistently make education a pretext for interfering with rights and liberties which the Creator, not the State, has conferred. Any advantage that might accrue even from a perfect system of State education would be more than offset by the wrong which the violation of parental rights would involve.

PRINCIPLES OF CHRISTIAN MORALITY DOMINANT IN AMERICAN SOCIETY.

The chief burden of American citizenship is the maintenance of law and order, the very framework of our society, without which it must decay or collapse. Now, all law and all compliance with law, where they do not rest upon force, must rest upon certain convictions as to what is good or bad, true or false, just or unjust. In other words, if we would have social peace and progress, there must be some code of morality, some fixed principles of conduct, which shall bind all citizens in their innermost conscience, and by their rock-like truth compel the voluntary adhesion of all to the action of rightly constituted authority. Our American society has hitherto accepted, broadly speaking, principles of Christian morality, as exemplified in the Gospel, the Ten Commandments, the best Christian example, and the immemorial teachings of Christian ethics. On the whole, our legislation has presupposed and confirmed the obligatory force of Christian principles and temper, both as to private conduct and public life. Our people have not yet written definitely into their lives, their laws, and their institutions any other ethical standard or spirit, pagan, agnostic, or opportunist. In this sense, we may yet be described as a Christian state, and Christian morality may yet be said to be the inner sustaining force of American life, in theory at least, in lingering admiration for its civilizing power, and its incomparable grip on men's souls, and in sheer incomprehension of any order of life which would prescind from it or reject it, logically and generally, as for example the Bolshevist régime in Russia or the recent communist fiascoes in Europe.

We may take it for granted then, that American citizenship can not be maintained at the high level of the past unless the education which produces it and sustains it be itself ensouled with the morality

of the Gospel and of the best Christian thought, example, and teaching. This seems a truism in view of the prevalent world conditions described by Pope Benedict: Lack of mutual good-will, contempt for authority, class conflict, pursuit of the perishable goods of this world, and utter disregard of the higher and nobler things of life.

After all, the best security for American education and thereby for American citizenship is religious training. For this we have the authority of George Washington in his farewell address:

> Of all the dispositions and habits which lead to political prosperity, religion and morality are indispensable supports. In vain would that man claim the tribute of patriotism who should labor to subvert these great pillars of human happiness—these firmest props of the duties of men and citizens. The mere politician, equally with the pious man, ought to respect them. A volume could not trace all their connections with public and private felicity. Let it simply be asked: Where is the security for prosperity, for reputation, for life, if the sense of religious obligation desert the oaths which are the instruments of investigation in courts of justice? And let us with caution indulge the supposition that morality can be maintained without religion. Whatever may be conceded to the influence of refined education on minds of peculiar structure, reason and experience both forbid us to expect that national morality can prevail in exclusion of religious teaching.

RELIGIOUS FAITH THE ULTIMATE GUIDE.

"Neither education nor philanthropy nor science nor progress can ever take the place of religion," says a certain good man. These merely intellectual agencies are no substitute for a supernatural faith that is a distinct light and guide from that of human reason. Something higher and nobler than flesh and blood, something eternal and immortal, broods over this world for the regeneration of man unto a destiny with God that the human mind within its own natural limitations can neither grasp nor comprehend. The man who knows the world as God's own work and every way related to a divine purpose escapes the hard pessimism of our modern life and its cold intellectual culture, in whose unhealthy light hope and ardor soon wither on the ashes of faith and love. Training in religion offers the highest motives for conduct and exhibits the best examples of a good life and in the holiness and justice of God presents the highest sources and sanctions of respect for authority and obedience to the laws. "Only too well," said Pope Benedict recently, "does experience show that when religion is banished human authority totters to its fall * * *. Likewise, when the rulers of the people disdain the authority of God, the people in turn despise the authority of man. There remains, it is true, the usual expedient of suppression by force; but to what effect? Force subdues the bodies of men, not their souls."

But what considerations can equal the example of Bolshevist Russia? Here is the largest and richest of the great western States a prey to every form of wrong and oppression that the imagination can conceive. Property, personal freedom, life, all rights and obligations, are trampled under foot, while a new, insane order of life is offered to the world. And the main idea of this revolution, the most ominous in history, is war against God and against every form of religion. Its blasphemous philosophy threatens us every hour, and its active world-wide propaganda ought to cause every sane patriotic mind to weigh well the true reasons and the real conditions of its growth and its power. It is the triumphant antithesis of the Christian order of life, and in its entirety the movement lives and thrives on hostility to religion. Could there be a better commentary on the sentiments of George Washington as to the close relations between the Christian religion and the public and private welfare of our people?

American citizenship, both at home and abroad, is henceforth charged with a heavy burden, the burden of development on all the true inner lines of our wonderful history, and the burden of the overseas world that has fallen down upon its duties, its opportunities, and its golden hopes. In regard to the domestic burden, may we not say, with Shakespeare:

> To thine own self be true,
> And it must follow as the day the night
> Thou canst not then be false to any man.

PRESERVATION OF AMERICAN IDEALS.

We must conserve and perfect our American concept of virtue, private and political; a divine gift, it is true, but developed amid the immensities of nature and apart from the diseased social conditions of the Old World. We must gather in, unite, and assimilate the human elements forever attracted by the lodestar of our freedom and our prosperity, but let us atone for past neglect by wisdom, regularity, and humanity of our new philosophy in respect to the immigrant. We must imbue the mind of American youth with abundant reliable knowledge, elementary, technical, professional, liberal, in due proportion, and with due respect to conditions and circumstances, avoiding the pitfalls of the doctrinaire and the shallows of sciolism. We must recognize and enforce the great basic truth that the American man liveth not by bread alone nor for material ends only, but that he is a child of God, endowed with duties and rights which he must deal with morally, self-reliantly, indeed, but in all conscience as before his Maker and Judge.

As to the world burden imposed upon our American citizenship, we shall best meet its demands by the development of those national traits which distinguished us amid the scenes of conflict. The American citizen will be ever unselfish and self-sacrificing in face of the urgent needs of suffering humanity, but he will not be lacking in prudence, good sense, and moderation. He will not substitute himself for those who can and ought to work out their own salvation, nor become the common carrier of the sorrows and woes of all mankind. In the coming years, as the new political order of Europe develops, he will need to walk warily to avoid entanglements in a world habituated to them, and wont to free itself by ways and means that are not congenial to American citizenship. That citizenship must hold its own in the world by its traditional spirit and principles, concerned first with its own security and identity, and watchful ever lest its fiber be changed and a pure humanitarian service and temper take the place of our national consciousness, self-respect, and domestic obligations.

EDUCATION FOR HUMAN CULTURE.

ENOCH A. BRYAN,
State Commissioner of Education, Boise, Idaho.

We have discussed during the past few days educational obstacles, objectives, and ways and means.

Education has come to have a large place in the activities of the civilized races. Elaborate machinery has been designed, a multitude of men and women enlisted in the cause, and a great financial budget has been provided. Sundry ends to be attained have been pointed out and emphasized during this season, but, after all, it must not be forgotten that the great ulterior end is human culture.

It is well, before we separate, to emphasize the fact that a more complete manhood, a more perfect womanhood, a greater humanity, includes and is paramount to all other ends. We are apt to forget this when we fix our eye too steadily on near-by objectives.

We are a practical people. Man must have food, clothes, shelter. We will prepare him to secure these. He must till farms, build houses, build cities, traverse the land and the sea, dig out for use the precious and useful metals and minerals, span the floods, tunnel the mountains, fetch and carry about the earth his commodities; he must fly in the air, dive into the sea, print the news; communicate by wire and without wire with his fellow man; he must turn and overturn, and in doing so must create armies and navies and slay his fellow men by the millions. And that he may do all these things we will equip him with the knowledge and give him the occupational

and technical efficiency to accomplish all these results. He must found states, make laws, hold courts, and establish a police. We will, therefore, train him in the laws of the ancients, in the experience of the races and states that have passed, and in the experience and conditions of the men and people that now are. We will also teach him the structure and functions of his own body and those of other animals and plants and train him to be strong and of good health.

HUMAN CULTURE THE ULTIMATE AIM OF EDUCATION.

But why must he do all these things? To what end must he be fed and clothed, and build and farm and transform this material universe about him? Why must he create and destroy, organize and administer, construct and overthrow, and develop physical and mental power? For human culture, we answer. And just as we do not aim at holiness and try to lift ourselves into heaven by our own bootstraps, but rather lift up the man who has been wounded by thieves and pour into his wounds wine as an antiseptic and oil as a soothing protection from infections, so we use this multitude of actions and reactions of our physical and human environment as the means whereby we may grow into more perfect beings and a more perfect race.

"These temples grew as grows the grass." Culture is the subconscious, ever present, ever pressing motive in all our educational undertakings.

A little while ago, under the great and wise selective-draft law, ten millions of our fairest and best—the youth between the ages of 21 and 31—stood forth at their country's call for its defense. They were deemed the fittest, and they were the fittest to defend the Nation. But what a shock to the Nation was it when 34 per cent were rejected on account of physical defects, most of them preventable.

So now our schools are to address themselves to a new task, namely, the preservation of the health and the development of the bodies of childhood and youth. It is a great task and worthily will we undertake and accomplish it.

We have boasted much of our schools in the past, have decried illiteracy, pointed with pride to increasing percentages of illiteracy, and have loudly proclaimed universal knowledge as the panacea for all our ills, economic, political, and social. But we have been rudely awakened to the fact that mere literacy and the life which 90 per cent of our people are to live are not close to each other, and that the schooling did little to fit our people for their life work.

EDUCATION MORE THAN BOOKS AND SCHOOLING.

We have learned more than this, what we have overlooked before, namely, that in the common materials about us and in the common operations of life are to be found very fit and very useful instruments by and through which a more rational education may be attained. We have learned that the living book of Nature, once open, does not close when the door of the schoolroom closes for the last time behind the youth, but that it remains an open book and becomes the source of continued growth. We, therefore, have highly resolved to reject no useful instrument of education and to carry into effect more fully an enlarged program in which vocational training and guidance will have a larger place.

We are not at present going to lose our faith in scholarly attainments, literary appreciation and skill, mathematical knowledge, scientific technique, linguistic proficiency, or philosophic acumen. These ends will forever have a large place in the school curriculum, and measurement of results will long be taken from these standards.

Of late years we have talked much of citizenship as the prime objective in public education. We are not likely to overdo this. Yet, after all, our relation to the State is not the only nor even the chief end of man. It is important to ourselves and others that we be good citizens, obey the laws, pay our taxes, vote on election day, stand by the Constitution, and support the party of our choice. I grant you that civic duties go beyond these, but the phrase "citizenship" does not embrace the whole duty of man.

But all these things which I have recited—bodily development, mental development, book knowledge, vocational skill, civic efficiency, etc., to say nothing of universal military training—are after all, as I have indicated, only more or less perfect means of the great end, human culture.

Now, it is not two generations ago since the doctrine of "culture" and "discipline" as the chief ends of education was held almost as a sacred dogma. And yet there was almost more falsehood about this doctrine as it was then held and advanced than about any other educational tenet of the nineteenth century.

PERVERTED VIEW OF CULTURE AND DISCIPLINE.

The rise, progress, and decline of this doctrine marked the end of the long reign of verbalistic education. It came as a belated defense and excuse for a régime in university and school education which had had a perfectly natural origin and development but which, nevertheless, outlived its usefulness.

The utter waste which attended a pseudolinguistic education, the worship by its devotees of certain subjects as the sacred and sole

means of mental development and discipline, the pride in the possession of a body of purely grammatical and verbal knowledge, the waste of time and strength of college graduates over grammars, dictionaries, and texts in their pitiful attempts to qualify as scholars, will in course of time be looked upon as the wonder of nineteenth century education. The doctrine of "disciplinary values," the falser doctrine of the danger to discipline and culture which would come from a useful, or, as they called it, a "utilitarian" subject, have likewise perished.

But in the downfall of the pseudoculture theory, we have stood in some danger of keeping our eyes too intently fixed on the foreground. Accepting as we do the necessary use of practical subjects, technical and scientific subjects, vocational training and physical education, we must also hold fast to music, art, literature, philosophy, and religion. The material world and all that that implies must be used in education; but so must the spiritual world and all that that implies. Nor do these "metaphysical" instrumentalities belong only to higher education. From childhood up they have their proper place.

CLEAR PERCEPTION OF THE GOAL IMPERATIVE.

What I am trying to say in closing this long and useful conference is that educational organization and instruments are here to make men and women. The true, the beautiful, and the good should enter into every educational process. From the stage of their literacy up to the most profound scholarship, human culture, in its degree, is the goal. The clear perception of the facts in the case, straight thinking from premise to conclusion, confidence in the varieties, self-control and self-direction, moderation, consideration for others, freedom from prejudice, poise, are marks in the varying degree of that human culture which at every stage merges. There is no step of the conscious process of education which ought not and does not have its corresponding degree of the ultimate product. Organizers, administrators, and teachers should hold steadily in view the grand objective—human culture.

SECTION MEETINGS.

The following paragraphs contain brief reports of the proceedings of the several section meetings. The section meetings were scheduled as follows:

I. State Departments of Education, including State superintendents of public instruction, representatives of State boards of education, county superintendents of schools, representatives of county boards of education, members of State legislatures; three sessions, May 19, 10 a. m. and 2 p. m., and May 20, 2 p. m.

II. Education in Urban Communities, including mayors of cities, city superintendents of public schools, representatives of city boards of education; three sessions, as above.

III. The Preparation of Teachers, including presidents of normal schools and teachers colleges, heads of departments of education in colleges and universities, representatives of boards of trustees of these institutions; three sessions, as above.

IV. Other Forms of Higher Education, including presidents of colleges and universities, representatives of boards of trustees; three sessions, as above.

V. The Press, including editors and other representatives of the press; three sessions, as above.

VI. The Appeal to the People; one session, May 21, 2 p. m.

VII. Health Education; one session, May 21, 2 p. m.

VIII. Educational Extension, Americanization, Illiteracy; one session, May 21, 2 p. m.

IX. Salaries and Revenue; one session, May 21, 2 p. m.

I. STATE DEPARTMENTS OF EDUCATION.

The meeting was called to order by Hon. M. P. Shawkey, State superintendent of free schools, Charleston, W. Va. A. O. Neal, of the United States Bureau of Education, served as secretary.

Reports on educational conditions were given by representatives of various States, after which there was general discussion of the question of recruiting teachers for the schools. Definite suggestions were offered and advocated by members of the conference. These were later adopted as part of the report of the committee on resolutions, as indicated hereafter.

One session was devoted to a discussion of the means of raising school revenues to meet the emergency. Various plans were suggested, and later adopted as embodied in the report on resolutions.

Upon the invitation of the conference Hon. Horace M. Towner, Representative from Iowa, appeared and explained the plan of the Smith-Towner bill now pending before the Congress. After a brief explanation a spirited discussion ensued.

Then followed an address by President Keith, of which the following is an abstract:

TRAINING THE TEACHERS FOR THE RURAL SCHOOLS.

JOHN A. H. KEITH,
President State Normal School, Indiana, Pa.

Teaching in a rural school—with pupils of all ages studying the whole round of subjects, with irregular attendance and short terms, with the necessity for making the school the social center of and for the community—is the most difficult teaching task in the whole round of public-school service.

In the past, at the present, and for the immediate future rural-school teachers have been, are, and will be, with only occasional exceptions, the youngest, most immature, most poorly prepared, least experienced, lowest paid, and of shortest tenure of the entire 700,000 persons employed in public-school service.

The finding of enough people who will undertake teaching in rural schools to keep them going at all is practically impossible today. As a matter of fact, most country schools are "kept" rather than being taught. The immediate problem, therefore, is how to keep the rural schools going at all.

The lowest minimum (redundancy in two languages used for emphasis only) of preparation for rural-school teachers that should be accepted is two years of professional work after four years of high-school work. At no time in the past have we had, the country over, more than 2 per cent of rural teachers meeting this minimum standard. It will take at least 10 years of consistent educational teamwork of a character hitherto unknown in our various States to reach this minimum standard for our rural schools.

Legislatures must provide the money for the professional preparation of rural-school teachers.

Legislatures must finance rural education in new ways, so that the compensation of rural-school teachers may be above that of girls in factories, department stores, and offices.

The American people must come to see the State and National significance of public-school work, and to sanction it in new ways.

The problem of the rural school is not simply the rural life problem; it is a State problem, even a National problem of first and fundamental magnitude.

The normal school stands ready to do all within its power.

We must, therefore, for the present, and for the next decade in, let us hope, a decreasing degree make use of temporary and unsatisfactory expedients to secure some professional training for rural-school teachers.

Among these expedients already in use we may note:

(*a*) The county training school.

(*b*) The high-school training class.

(*c*) The mid-spring and summer sessions of normal schools.

(*d*) The six weeks county institute.

Among expedients that have not come into general use as yet we may mention:

(*a*) An increased number of assistant county superintendents, who by more frequent supervisory visits and group meetings may increase the effectiveness of teaching by untrained teachers.

(*b*) Normal school extension, including visitation of rural schools by the normal school extension teacher and meeting rural-school teachers regularly in groups for their instruction.

(*c*) A limited group of untrained teachers could meet weekly to plan the work for the coming week and to discuss their difficulties of the preceding week under the leadership of an experienced and trained teacher who is actually doing rural teaching.

(*d*) None of the preceding plans being available, the county superintendent could, especially after a summer school of methods held under his auspices, furnish teachers with weekly mimeographed outline plans, suggestions, etc., that would be helpful to beginning teachers.

(*e*) We might try the expedient of paying out of the State treasury a small amount per month to those who will undertake to prepare themselves for rural-school teaching.

All of these expedients, especially the short and summer term courses for rural-school teachers, should be used without lessening efforts to supply all rural schools with teachers having the minimum preparation already mentioned; and, in so far as is possible, these expedients should, within a given State, be arranged into a progressive series that would eventually become a part of the desirable minimum already set up.

In short, every State ought to start right away on a 10-year program, with the idea of having by 1930, teachers with two years of professional preparation beyond the equivalent of a four-year high-school course, and with the further idea of establishing a progressive series of minimums for professional training for rural-school teachers.

Basal to the realization of any such 10-year program is the payment of teachers for 12 months in the year, even though the State

itself has to pay what would seem to be "vacation wages." When this is done, rural-school teachers will become devoted to professional preparation and enthusiastic over rural-school teaching.

REPORT OF COMMITTEE ON RESOLUTIONS.

Your committee appointed to prepare a statement relative to the present situation of education in the United States respectfully reports:

I. A crisis exists in public education throughout the United States. This is demonstrated by the following facts:

First. In all parts of the country there have been during the past year many schools without teachers.

Second. Many schools have been supplied with teachers of less than standard qualifications owing to the inability of school boards to secure those fully qualified.

Third. The general testimony of colleges, universities, and high schools, and especially of normal and other schools for the professional training of teachers indicates distinctly a decrease in the supply of persons preparing to enter the teachers' profession. In view of the large normal annual loss, and the abnormal current loss, the present threatened decrease in the supply is alarming.

Fourth. The costs of operation, equipment, construction, and reconstruction have increased enormously.

Fifth. The war has revealed an amazing degree of illiteracy and erroneous conceptions of American institutions on the part of many persons, which call for special treatment.

Sixth. The clearly manifest general unrest has seriously affected the morale of the teachers' profession. While in this case the unrest is largely economic, it is recognized that administrative and social factors enter into the consideration.

Seventh. In addition to the problems of elementary and secondary education we are confronted with a great decrease in the attendance upon normal schools, a large increase in the attendance upon high schools, colleges, and universities, and entirely inadequate budgets for these, with a consequent unrest in the faculties of higher and professional institutions.

The public has been slowly becoming conscious of the seriousness of the situation, but it is not yet fully awake to the far-reaching consequences of a failure on its part to adopt promptly adequate remedies. The aspiration of the American people for education has deepened into a conviction that there is no other activity so vitally connected with its stability and its welfare.

One of the most encouraging signs of the times is the interest of civic and fraternal organizations and public officials in general in education and their activities in promoting better facilities. The present crisis, coming at a time when we have become especially conscious of our need of an enlarged program in the direction of the health and physical development of childhood and youth, and at a time when there must be a great expansion in industrial education, demands on our part a determined effort to meet it.

II. The problem which we are called upon to solve primarily concerns the public. It does not concern primarily the common-school teacher or the college professor. Whatever of inconvenience or temporary hardship the members of the teachers' profession might be called upon to endure, this would be no more than people in other occupations have undergone, as a result of great

economic changes. The chief concern must be the possible effect upon our children, and upon our economic, social, and political welfare.

III. The principal means of meeting the present crisis in education are economic and, therefore, reasonably easy of application. It is to be remembered:

(*a*) That the expenditure in time and money for the academic and professional training of the teacher is very considerable, and is wholly out of proportion to the expenditure in preparation for many other occupations. Therefore the remuneration of the teacher must be increased accordingly.

(*b*) That the competing demands of other occupations requiring intelligent and educated workers will surely continue to deplete the ranks of teachers as it is now doing, if they are not met.

(*c*) That this profession is peculiarly susceptible to the crowding in of weak, unprepared, and incompetent members, seeking a pension at the public expense.

(*d*) That the decrease in the purchasing power of the dollar has left the real wages of the teacher, in many cases, at a lower point than it was before the war.

(*e*) That nominal incomes in agricultural production, manufacturing, and commerce have increased materially of late, and that it will require no larger fractional part thereof to meet a parallel outlay for instruction and operation of schools.

IV. In many cases constitutional and statutory limitations prevent a willing community from meeting the situation promptly. In all cases the reconstruction of budgets and the levying and collecting of additional taxes is a serious handicap.

Citizens of the several States should hasten to correct antiquated constitutional limitations which prevent people from paying from their own pockets the money necessary for the education of their own children. Laws should be promptly modified to meet present-day conditions. Additional sources of revenue should be used in support of education.

In every State and community there should be formulated definite school plans and budgets which recognize that the attempts already made to elevate the teachers' profession are but palliatives primarily, and must be followed by progressive plans which will provide during succeeding years for the teachers' increased recognition, financial, social and professional, and adequate support of public education.

Teachers of the elementary and high schools and colleges should receive salaries commensurate with the increase in other occupations. More adequate facilities for the present program must be followed by enlarged plans for physical development and for industrial education which will meet the needs of our great democracy.

V. Your committee can not close its statement without a word designed particularly to sustain the morale of the teaching profession, as its previous statements have been intended to awaken the public to its duty. A great profession, with the traditions which have been attached to that of the American teacher, should not be easily shaken.

All classes of people need to learn this lesson, that the remedy for overorganization is not disorganization, but is the development of units of self-government with more effective leadership. The school is a unity. Cooperation, mutual trust, and teamwork on the part of executives, teachers, and patrons are necessary to meet this crisis.

Your committee has attempted to define the crisis in education and to mention the most apparent needs. It should be the purpose of this conference to outline a

constructive and forward-looking program that will suggest to the American people a way to strengthen the teaching profession and stabilize the public mind for a better educational system. This will give the country a better citizenship through elimination of illiteracy, better health and physical education, a broader industrial and vocational preparation, and a saner conception of American ideals.

LORRAINE ELIZABETH WOOSTER.
E. A. BRYAN.
J. M. MCCONNELL.
E. W. BUTTERFIELD.
E. C. BROOKE.

SUGGESTIONS AS TO MEANS OF RECRUITING TEACHERS.

1. Salaries must be raised to reasonable living wage.
2. Qualifications must be raised and salaries graded on training and experience.
3. Better housing conditions for teachers and social recognition of the service.
4. Make profession attractive for more men teachers.
5. Furnish employment for 12 months in the year.
6. Certificates based on training and experience to be issued by the State.
7. Security of tenure.
8. Graded salaries, increasing with successful experience.
9. Pension system, financed by the State.
10. Equalized support assuring specific amount for each pupil.
11. Provision for training of teachers in service.
12. Subsidy for teachers taking normal training.
13. Teachers' participation in school administration.
14. Enforcement of compulsory education laws.
15. Widespread publicity for need of trained teachers.

SUGGESTIONS AS TO MEANS OF RAISING SCHOOL REVENUES TO MEET THE EMERGENCY.

1. Give 50 per cent of all fines and forfeitures to support of schools.
2. Poll tax to be levied or increased.
3. Collect royalties on natural resources and public utilities.
4. Tax on banks and corporations.
5. Inheritance tax.
6. Proceeds of sale of school lands.
7. 50 per cent of income tax and excess profit tax to support of schools.
8. State to guarantee fixed sum per child to be educated.
9. Distribute school money on basis of ability and effort.
10. Federal aid for State school systems.
11. State to furnish 50 per cent of school revenues.

Respectfully submitted.

A. O. NEAL, *Secretary.*

II. EDUCATION IN URBAN COMMUNITIES.

The section was called to order by I. I. Cammack, superintendent of public schools, Kansas City, Mo., chairman. Dr. F. F. Bunker, United States Bureau of Education, served as secretary.

The general discussion is summarized in the report of the committee on resolutions, as follows:

REPORT OF THE COMMITTEE ON RESOLUTIONS.

1. The school is an institution established by all the people solely for the benefit of their children. Teachers, principals, supervisors, superintendents, boards of education, and all other school officials and administrators are but parts of the machinery called into existence for no other purpose than to minister to the children through making effective the educational process. There can, therefore, be no question growing out of this effort which should not be conditioned by the one criterion: "How will the matter function in the education of the children?"

2. Inasmuch as the school is created by all the people, the will of all the people concerning the school must be expressed through the medium of an official body which shall be responsive and responsible to all the people, and which in turn shall derive its authority from all the people. Such a body, the board of education, must be the final responsible authority in all matters of policy and of execution, for it is the only officially constituted mouthpiece of the people. The final and ultimate authority can not be delegated; neither can its authority be properly questioned except as provided by law.

3. The attitude of the board of education and of its chief executive officers toward the teaching staff should be such that, while preserving inviolate its authority to make final decisions, it nevertheless encourages to the utmost the exercise of both the individual and collective initiative of its teaching staff, for in no other way can the board prevent the system from becoming unduly autocratic and therefore static and ineffective. In few cities are boards of education drawing heavily enough upon the great reservoir of unused power stored up in the collective mind of the teaching body. Only through devising opportunity for a freer and a fuller expression of opinion and of conviction on the part of its entire staff can this source of vitalizing and energizing power be tapped.

4. While the importance of thus securing and utilizing the experience and wisdom of teachers in matters of school procedure is recognized, it must also be recognized that policies once decided upon by those in final authority should be loyally supported, for in no other way can that cooperative effort upon which success depends be secured.

5. Furthermore, since persons can never do their best work when they are dispirited, discouraged, and depressed, and since good teaching, perhaps more than good work in any other activity, is dependent upon a buoyant, hopeful, joyous mind, it is a prime essential that teachers and other school officials shall be paid salaries such that their minds shall be relatively at ease concerning a livelihood and, also, that they shall receive tangible rewards for efforts made to attain a high degree of teaching skill.

We believe, therefore, that teachers should receive more than an existence wage, more than a thrift wage, in fact, that their wage shall be a cultural wage, thereby attracting to the teaching profession the most capable young men and women.

We hold also that all differences in teacher salary schedules of given systems not based on such factors as training, successful experience, growth while in service, and individual worth should be eliminated.

6. Regarding school finance, we hold that boards of education and other administrative school bodies should be empowered to lay levies for all school purposes free from review by other taxing or administrative bodies.

Furthermore, that the generally insufficient revenues of the school districts in the several States emphasize the necessity of greatly increased appropria-

tions from State and National Governments. Since sources of revenue not available through taxes levied by local school districts are freely open to State and National Governments, each of which is as vitally concerned in the education of all of the children of all of the people as is the local district itself, such increased appropriations, imperatively required, would be amply and fully justified.

7. We propose that a commission be appointed which shall take up the question of the readjustment of school courses as to content and method to meet the new civic, economic, and industrial conditions.

8. Inasmuch as the progressive development of public education is directly dependent upon widespread popular understanding and approval of educational needs and plans, and whereas the problem of keeping constantly before the public the policies and accomplishments of the schools is of such vital importance and requires so much time and special ability, we therefore hold:

1. That there should be established in each school system a department of research with the necessary clerical assistance.
2. That boards of education should make adequate and definite provision both in personnel and funds for the conduct of publicity departments whose duties will involve the presentation to the people in intelligible form the facts with reference to their schools through the well-known and various publicity channels. Such departments should win for the administration of the schools the degree of confidence which they in turn were able to secure by their efforts during the war for the Red Cross, Food Administration, etc.

9. This conference, recognizing the value of parent-teachers' associations, educational associations, chambers of commerce, civic organizations, rotary clubs, Kiwanis clubs, women's clubs, labor organizations, and other civic bodies in bringing to the cause of public instruction in this country the interest of the people, records itself in appreciation of the services of such organizations in the past and bespeaks even a greater interest and cooperation in the immediate future to the end that agencies and representatives of the citizenship of the country will be giving continuous service to the consideration and solution of public-school educational problems, which problems must be solved effectively if public education is to function as successfully as the material progress and the safety of the Nation indicate it should function.

10. Inasmuch as there has been created a national committee for chamber of commerce cooperation with the public schools, a committee consisting of the school superintendents of 30 cities and the secretaries of the chambers of commerce of 30 cities; and

Whereas that committee has the well-defined and well-thought-out purpose of making five surveys of the public-school question in the United States; and

Whereas it is the intention of the committee when these surveys are finished to make interpretive reports to be submitted to the public and to urge chambers of commerce and other business men's organizations to lend their influence and power to the cause of meeting, in their communities and States, the needs of the systems of public instruction; and

Whereas this national committee will be a strong link between the schools and the business public and associations of business men: Therefore be it

Resolved, That this conference reports its satisfaction that strong business men's organizations are making themselves cognizant of the conditions and problems of public instruction in this country and records itself as in hearty sympathy with the aims of the national committee for chamber of commerce cooperation with the public schools and promises, as individuals, to assist wherever possible in the surveys proposed; and be it further

Resolved, That the National Bureau of Education be requested to give all the aid it can, through its publications and personnel, to the national committee for chamber of commerce cooperation with the public schools.

11. The teachers of the public schools of the District of Columbia will not receive higher salaries until October 1, 1920; and

Whereas the salaries received this year and many years past have not been sufficient to meet the high cost of living; and

Whereas Washington, D. C., is a ward of the whole Nation and is therefore dependent upon the good will and practical support of the States in its efforts to maintain high standards of teaching: Therefore be it

Resolved, That this body of citizens and educators heartily indorse the petition of the teachers of Washington (D. C.) public schools about to be presented to Congress for an immediate relief of $500 to each teacher, to be paid before July 1, 1920; and be it therefore further

Resolved, That the delegates present endeavor to influence Members of the Congress of the United States to make the above-mentioned appropriation.

12. *Regarding teacher training.*—The teacher is the school. Buildings and equipment are dead and useless things unless they are vitalized and made effective by an inspiring and efficient teacher. The character of the American schools may be judged to-day, and will be determined in the future, by the character and training of its teachers. What are the facts? There are more than 600,000 teachers. Of these, one-half have had no special professional training for their work; one-third are not even high-school graduates; 25,000 have not had any education beyond the eighth grade; one million American children are taught by teachers who themselves have had no preparation beyond the elementary schools. In a majority of the schoolrooms the typical American teacher is immature, transient, untrained.

(1) The interests of the Nation and the welfare of its children require the creation of a body of thoroughly prepared professional teachers, sufficient in numbers so that every American schoolroom shall have in it a competent teacher. Such an adequate supply of permanent professional teachers can never be had until the rewards of teaching are made such that the teachers may live in comfort, removed from financial harassment, and occupying in the community the social and civic status accorded the members of other recognized professions.

(2) For this supply of professionally prepared teachers for the public schools the Nation must, and should, depend upon the normal schools, or, as they should be named and at once made in fact, teachers' colleges, to attract to these teachers' colleges a sufficient number of young men and women of the best quality to be prepared for duty in all grades of the Nation's public schools; the courses of instruction in these colleges must be made as extended and thorough and in every way equal in content and value of the training given, though not identical in subject matter and method, to the courses given in standard colleges and universities; and the graduates must be accorded the full recognition of the bachelor's degree.

(3) The appropriations for teacher-preparing schools must be largely increased:

(*a*) That the State may have enough such schools to supply its needs for adequately prepared teachers.

(*b*) That teachers' colleges may pay for their instructors' salaries as ample as those paid to teachers in any line of teaching anywhere; salaries which will permit the teachers' colleges to keep and bring in, if necessary from other institutions, the best-prepared, ablest, the most influential teachers in their various lines of work.

(*c*) That the teachers' colleges may provide grounds attractive and ample for their various buildings for park space, for experimental plats, and for exercising and athletic fields; buildings adequate for assemblage and for academic uses, and with libraries and laboratories and shops of the best adequate training schools and practice teaching facilities; and with residence conditions for the students such as to make the social life of the school both wholesome and attractive and such as to contribute an important element to the teacher's equipment.

(*d*) That teachers' colleges may offer such inducements as are now commonly offered by colleges and universities to especially promising students in the way of scholarships and fellowships and to bring them to the schools, or to enable or induce them to remain and complete their courses.

(*e*) That, if it shall be found temporarily necessary or permanently advisable, such financial assistance be rendered to students preparing to teach that sufficient numbers of young men and women of the quality desired may be at all times found in the teachers' colleges preparing themselves for service in the Nation's public schools.

It may be that the problem of an adequate supply of trained teachers will not be solved until students for the normal colleges are selected on the basis of merit and probable future success, and assured an adequate compensation, not only in the practice of the profession, but during the period of their preparation. In such case the allowance paid to students during attendance at normal colleges might be made as a loan from the State, to be charged off in a certain proportion for each year of service in the schools of the State after graduation.

To secure sufficient revenues for carrying out such a program for the preparation of teachers, which will require an expenditure two or three times as great as at present, it will be necessary that the Federal Government come to the aid of the States in the support of the schools.

13. In order to make the work of the conference function locally, we request and authorize the Federal Bureau of Education through its commissioner, Dr. P. P. Claxton, to send a copy of the resolutions of the general conference to every governor of the various States and the mayors of all municipalities, to call conferences in their States and communities for framing and fostering legislation to improve the educational conditions of the United States.

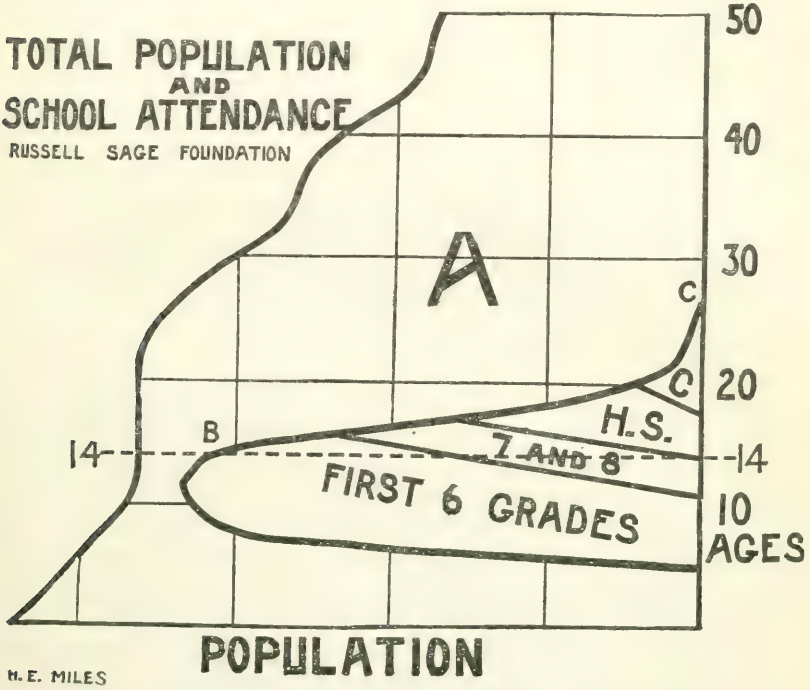
Furthermore, we desire that a copy of these resolutions be sent to all educational authorities, to all boards of education, and to the Associated Press and the United Press with the request that these recommendations be published verbatim.

Committee on resolutions: Henry E. Kock, chairman, specialist in science, Cincinnati, Ohio; Mrs. H. Witherstine, president board of education, Rochester, Minn.; J. W. Studebaker, superintendent of schools, Des Moines, Iowa; R. Darden, president board of education, Elkins, W. Va.; P. M. Hughes, superintendent of schools, Syracuse, N. Y.; Howard W. Nudd, director Public Education Association, New York City; Marcus Aaron, Pennsylvania State board and board of education, Pittsburgh, Pa.; John J. Fitzgerald, secertary chamber of commerce, Paterson, N. J.; H. S. Weet, superintendent of schools, Rochester, N. Y.; William Clemm, board of education, South Bend, Ind.; Frank F. Bunker, United States Bureau of Education.

STATEMENT OF H. E. MILES, OF THE NATIONAL ASSOCIATION OF MANUFACTURERS, NEW YORK CITY.

GENTLEMEN: I notice that in your three days' conference, which those in authority call a national citizens' conference, there is no single representative of American business on the program. A conference on a subject of supreme consequence to every interest in the Nation is not "national" nor "citizens'" when any great interest, even business, is left out.

The purpose of public education is the development of the social and economic understanding of the individual, of every individual, and so of the entire people.



I present this chart, which shows that the general agency which we call the public school system, built up by our so-called leaders of public education through the generations, is not performing and can not perform, as our educational leaders have persisted in making it, this function.

This chart was prepared through many days of painstaking care, by a superior authority on our public schools, the Russell Sage Foundation, division of education. The bottom line indicates our total population, and the vertical line on the right the ages of all our people from birth to the fiftieth year. The curve line on the left may be

called the death line, indicating as it does the diminishing number of our population as life advances.

The interior diagram indicates the total population in our public schools, their ages, and their school grades, from first grade to college graduation.

As the chart shows, about half of all our children leave school at the end of the sixth grade. Says Gen. Hahn, and his scores of educator assistants, after examining more than a million soldiers, "The average education among all American adults is only the sixth grade," and "The average education of the personnel available for enlistment (being some of those from the eleventh grade and substantially all below the eleventh grade) is probably but little above the fifth grade." These records also show that illiteracy averages 24.9 per cent for the entire country, and that it is not much worse in any section than in any other.

In the first six grades there is taught absolutely nothing that develops, or tends to develop, in a formal way, civic and economic understanding. The best educators here say this may be said of the seventh and eighth grades also. Neither time nor the age of the pupils makes it possible to teach more than the three R's. In fact, we only teach these poorly. For instance, to take the State that is commonly rated highest in the quality of its public schools, Massachusetts, 70 per cent of all the children in her mill towns leave school by the end of the fifth grade.

No one is unappreciative of the necessity and the value of these first six grades. However, as a former president of the National Education Association told me 10 years ago, "These grades are not education in any sense whatever. They only provide the tools, the pick, and shovel, whereby education may later be acquired."

Giving the schools the benefit of the doubt whether the broken line here shown should not be drawn across the chart considerably higher up, say at the sixteenth year of age, and placing it, as here shown, at the fourteenth year, it shows that at best all public education, the development of social and economic understanding, comes in the narrow area between this broken line and the curved line B–C. And what do we find?

Upon this slender and defective foundation rests the great area marked A, an area of suffering, ignorance, and misunderstanding, in which is all of our adult population under 50 years of age. In this area are college and high school men who have had, after a fashion, the training that all should have in social and economic understanding. Also here are 43,000,000 wage earners and 20,000,000 home makers, wives, and sisters of the wage earners. This total of 63,000,000 working people left school, at best, as you perfectly know, by the end of the sixth grade, with no formal education,

but only the three R's. Worse than that, there was not the slightest provision made for their later acquirement of education.

As your eyes run to the right from B in the chart, you see how frightfully thin is the space between the dotted line and the curved line just above. You get well into the high-school area before you find any approximation to an adequate educational basis or foundation.

You see that under one corner only, the college corner, is there any foundation. There is no alternative. It is "college or nothing." That the school leaders know this is shown by this bulletin which I took from the walls of one of the big palatial high schools of the country:

DISTINGUISHED MEN OF AMERICA AND THEIR EDUCATION.

With no schooling of 5 million only 31 attained distinction.
With elementary schooling of 33 million only 808 attained distinction.
With high-school education of 2 million 1,245 attained distinction.
With college education of 1 million 5,768 attained distinction.

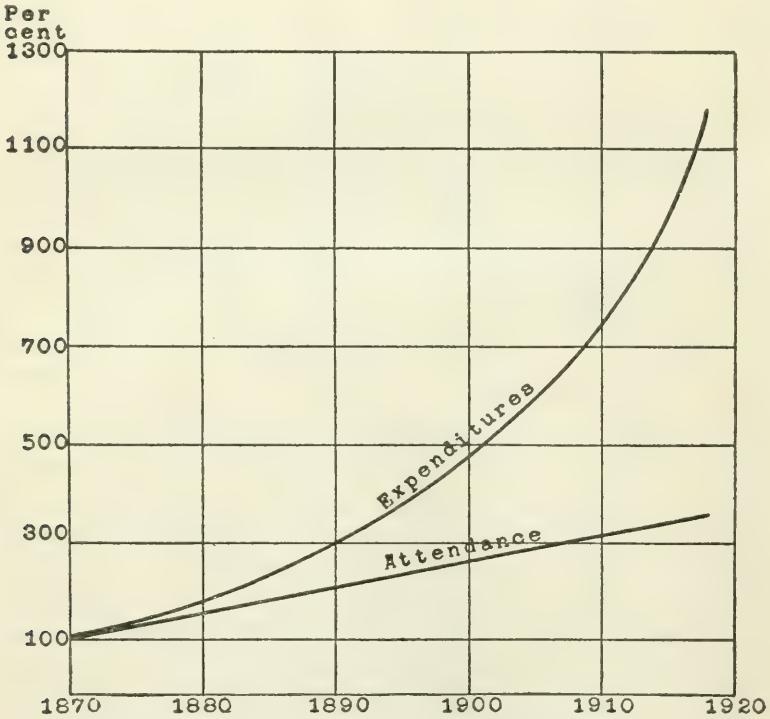
WHAT IS YOUR CHANCE?

But there is another side to this that fits the declaration of this conference that our public-school system is not democratic. It has been built and fortified insistently, but unconsciously, by the school people for the favored few, favored in money, favored in their parentage, or favored with the special type of intelligence and energy that lets a poor boy stick to book learning at all odds. This bulletin and all that is behind it is an indictment of our public-school leadership. It says, in substance, in the rough language of the world, "Go to college, or go to the devil!" The 38 million American citizens included in the first two enumerations of this bulletin are the "rejects" of our school system. Taken in the mass, however, they contain an invaluable part of our citizenship by whatever measure you apply. Even in terms of genius, the War Department's division of civil training tells us that painstaking and scientific analysis of three million soldiers shows that only 10 per cent of the best brains of the country are college bred, the other 90 per cent being in the 63 millions and more in area A of our first chart, who had, at best, an elementary schooling—that is, who got nothing from the schools better than reading, writing, and arithmetic. It is fair to say that millions of this 90 per cent and others were killed in

opportunity and in accomplishment by the stupidity of our public-school leadership. It will not do to boast that our schools have made our people individually forceful and remarkable. We can not in the same breath speak of our country schools as the worst we have and wretchedly poor, and admit as we must that our best citizenship comes from the farms.

The remedy. America has always her one cure-all, the one you are emphasizing in this conference—more money.

The chart I now present shows what more money, and then more, has done for public education in 50 years. Spend all we have under the present system and we get nowhere.



SCHOOL ATTENDANCE AND EXPENDITURES.

Trends of average daily attendance and expenditures in public schools in the United States from 1870 to 1918 in per cent of the figures for 1870. From a book, "Trends of School Costs," by W. Randolph Burgess, shortly to be published by the Russell Sage Foundation.

We must understand that education comes after children leave the elementary schools, if it ever comes. The relation of the grade schools to the high school has been overemphasized, and the obligation to the 60 per cent who leave the elementary schools for life work has been ignored. Europe, in her best practice, has shown the way for genera-

tions in her "life schools," the agricultural schools of Denmark and Holland, the continuation and secondary schools for wage earners of all ages in France, Austria, Germany, Hungary, Belgium, and elsewhere. Germany made a ghastly mistake, long foreseen by her best men, in training her wage earners in vocational efficiency only. We must train also in civic and social understanding. But Germany built, in her factories and work places everywhere, schools so effective that 65 per cent of the leaders in both the managerial and technical departments of her topmost industries, those that were conquering the whole world of trade, were her working boys, grown up, who had left school at 12 to 14 years of age, and by these schools in industry had perfected themselves, had ranked themselves with the world's great engineers of production and discovery. The graduates of her great technical institutions were working mostly under these working boys, grown up, and not over them, as in our country, which is called democratic. Only a poor and inbred educational leadership has kept us from equaling Germany in this respect, and infinitely surpassing her by also developing the civic understanding of our working people.

There is nothing iconoclastic in this. It simply gives to those who labor a high school and college fitted to their circumstances, associated with their toil and of substantially the same educational value, differing only in the place and time of instruction. It equalizes opportunity. It is easy to make these schools of such quality that the rich also will wish to send their sons to them.

This new development requires the cooperation of all our forces, educational and economic. Employers must cooperate, willingly and understandingly if may be, but anyway cooperate. Our $5,000,000,000 of annual factory pay rolls, and the inestimable physical facilities of our factories and commercial institutions, must be used. Employers see this and are already spending millions of dollars in the beginning of this accomplishment.

Leaders of organized labor see all this and are magnificently moved to action. For labor, this movement is the hope of the world. I could quote dozens. I quote one.

I wish time permitted me to tell you how some excellent employers, for instance, the General Electric Co. in its Fort Wayne plant, the Illinois Tool Works at Chicago, the Norton Grinding Co. of Worcester, and the Yale & Towne Manufacturing Co., are training sometimes new men with no previous industrial experience, sometimes old employees to higher and higher places, and sometimes by a sort of "intermittent apprenticeship" are lifting these men to places of accomplishment and happiness impossible heretofore in this democracy.

Industry is becoming highly intelligent without the help of public education as respects its wage earners; and to become highly intelligent is to become considerate, happy, and effective.

In the end, presumably, it will be carefully determined whether and to what extent, in the public interest, a measure of public oversight of these educational processes will be desirable or necessary.

Why industry is now going ahead alone is indicated sufficiently by the personnel of our 48 State boards of vocational education, with their 311 members—311 members and only 16 manufacturers or other employers and 12 wage earners among them. Three of these employers and three of the wage earners are on the Wisconsin board. Leaving out the Wisconsin board, we have in the other 47 States 301 members, of whom 13, or 4 per cent, are manufacturers, and 9, or 3 per cent, are wage earners. It has been the clear purpose of schoolmaster politicians to teach the wage earners and to use the plants in their own way, without the effective cooperation of either of these forces. If, as this conference declares, our public-school system is not democratic, we see why. The Federal Government showed the right way (the way of experienced Europe, by the way) in making the Federal Board of Vocational Education consist of two representatives each from labor, employment, and agriculture, and the Commissioner of Education as the board's official connection with the academic schools. But the Federal Government could not compel the States to be either wise or democratic. It could only set an example. Wisconsin excepted, only one State board has two manufacturers, and 11 others have one each. Think of one manufacturer in Indiana sitting on a State board for the training of wage earners in connection with their employment and on the employer's time, with three college presidents, three county superintendents, and three city superintendents. He might as well, possibly better, be out entirely. Think of eight lawyers and a surgeon, as the New York board of vocational education, daring to attempt to make the 450,000 wage earners, now coming into her new continuation schools during working hours and largely on the employers' time, efficient and happy in their occupations. The eight lawyers would presumably be excellent directors of law schools and the surgeon of a hospital. If you and they do not see the silliness and evil of their present position, those who labor in, and those who direct, the industries and the commercial establishments of that State do see. Think of five schoolmasters, as her State board for vocational education, developing by themselves the vocational training of the wage earners of wonderful Detroit and all other places in Michigan. And so of almost every State, except the 33 States having

politician superintendents elected through political machinations by popular vote, who run the whole show.

I have other charts here, but I trust I have shown enough to satisfy you that at bottom our educational difficulties are not financial. Money, of itself, may only fix upon the country for a considerable period the present defective leadership. This conference has emphasized the poor quality of our schools, rural and city, but the country is safer with them where they are than with an exclusive, talkative, and unseeing leadership. Everyone in industry wants and will fight for ample teachers' salaries, but employers buy quality. The best employers will pay any price for quality. Let us have it in our educational leadership. A lame horse is dear at any price; a thoroughbred is cheap at any price. Our rural teachers average up to our leadership. If they did not they would not be where they are.

Each social force both gains and gives in cooperative endeavor with all others. No single social endeavor can gain anything worth while except by such cooperation. Let us, with a new spirit, work together and refuse to work apart.

Few in this country have had more experience than myself in joint conferences of educators, employers, and men of labor, meeting for the promotion of the education of the body of our people, each of these groups adequately and about equally represented in each conference and competent by its numbers (never very large) and its quality, to decide in substantial measure for all of its group in the United States, and coming into the conference for that purpose. I have helped to call or called in the last two years more than 50 such conferences, State and National. We make sure of this representative attendance before fixing the date. I do not consider a gathering for a great social purpose that effects, as education does, the will, the personal and property rights of the working people and the employers of America, and the public interest, to be truly a conference and worth-while unless thus composed. Never has one thus composed failed to result in forceful and happy conclusions. Hesitation, mistrust, uncertainty, give way to understanding, friendliness, and decisions that win.

This is not only the line of least resistance. It is the only line that is fundamentally honest. It is the American way. Let us try it in this school crisis. School men may leave business out of their program, but it is no longer possible for business to leave the public schools out of its program. We must all sink or swim together, and business will not sink; even less will the working people longer take potluck.

III. THE PREPARATION OF TEACHERS.

The section was called to order by President Charles McKenny, State Normal College, Ypsilanti, Mich. Mrs. Katherine M. Cook, United States Bureau of Education, served as secretary.

A committee was nominated and elected to formulate a statement to be considered by the section later, as follows: President Bruce R. Payne, Nashville, Tenn.; President W. R. Straughn, Mansfield, Pa.; President John E. McGilvrey, Kent, Ohio; President C. E. Evans, San Marcos, Tex.; President C. E. Allen, Valley City, N. Dak.

Reports concerning teaching conditions in the various States and the number of students in the normal schools preparing for teaching were given by representatives present. Decreases in normal school enrollment and difficulty in holding students were reported generally.

Several delegates reported the results of investigations to determine why high-school teachers in such large numbers are advising their students not to consider teaching as a career. Among reasons given are: Low salaries; bad supervision; excessive routine; excessive clerical work outside of school hours; lack of recognition from school officials; credit for work done by teachers given to principal or superintendent. Apparently there are very few normal school graduates teaching in the high schools; high-school teachers generally come from the colleges and universities, and influence their students to go to these institutions rather than normal schools.

It has been seriously proposed in Ohio to ask the State legislature to adopt a plan by which students at the public State normal schools shall either receive a living wage while preparing to teach or a bonus on graduation which would be equivalent in amount.

A report from the Bureau of Education was quoted to the effect that average normal-school salaries have increased from 1916 to 1918 about as follows: Presidents, from $3,089 to $3,451, or 11.5 per cent; professors, from $1,503 to $1,792, or 18 per cent; instructors, from $1,236 to $1,456, or 17.8 per cent; critic teachers, from $1,148 to $1,780, or 55 per cent.

Upon motion, it was voted that "it is the opinion of those present that the salaries of instructors in normal schools doing college work should be equal to those of professors in colleges."

REPORT OF COMMITTEE ON RESOLUTIONS.

The educational situation.—1. It is the common belief of a free people that the foundation of their political and social institutions lies in general education. The public school is the charter of democracy.

2. Although the citizenry of this Republic theoretically believe in education, and generally have supposed that they had an efficient system of education worthy of a democracy, the fact remains that in no State of the 48 has the ideal been realized, and throughout the country generally the educational situation is such as to menace the stability and future growth of the Nation.

3. The war turned a searchlight on the educational situation and brought to the consciousness of the American public facts that had not generally been known heretofore. Briefly summarized, these facts are that the majority of our children leave school before they finish the sixth grade; that illiteracy in the several States ranges from 1.6 per cent to 30 per cent; that our teachers, generally speaking, may be characterized as immature, untrained, transient, and that, compared with other callings, teachers are disgracefully underpaid; that the tax burden is unequal and that some States are relatively unable to furnish the financial resources to build up an adequate educational system. To-day 100,000 schools are either without teachers or under the care of a teacher with less preparation than was demanded before the war.

The remedy.—4. The teacher is the most important factor in the school. Buildings are dead and useless things unless they are vitalized and made effective by an inspiring and effective teacher. The interests of the Nation and the welfare of the children require the creation of a body of thoroughly prepared professional teachers sufficient in numbers so that every American schoolroom shall have in it a competent instructor. Such an adequate supply of permanent professional teachers can never be had until the rewards of teaching are made such that teachers may live in comfort, removed from financial harassment, and occupying in the community the social and civic status accorded the members of other recognized professions.

5. For this supply of professionally prepared teachers for the public schools, the Nation must depend upon the normal schools and other teacher-training institutions. To meet this demand the normal schools must extend their courses, increase their equipment, and generally enlarge their plan of operation. The country must spend in the immediate future two or three times as much upon its normal schools as it is to-day spending.

6. The minimum preparation for a teacher in an American school should be a year of professional training, based upon graduation from a standard high school or its equivalent.

7. Since the teachers of America come so largely from homes that are economically unable to bear the expenses of the education of their sons and daughters, it may be necessary, in order to secure the best quality of candidates for the teaching profession, that the living expenses of teachers in training will need to be met by the State, either through scholarships or by means of a loan which may be paid in part or entirely by actual service in teaching following graduation.

8. To further teacher training it is desirable that there should be close and generous cooperation between all institutions engaged in this important work.

9. The National Government should come to the aid of the States in financing a national system of education, under such provisions as will safeguard the autonomy and initiative of the States.

IV. HIGHER EDUCATION.

Chairman: S. P. Capen, director of the American Council on Education.
Secretary: G. F. Zook, Bureau of Education.

In opening the conference the chairman made a statement of the situation in institutions of higher learning. He pointed out that the present economic situation had practically halved the income which colleges and universities were receiving. At the same time the num-

ber of students has increased enormously. The effect of this situation has worked great hardship on the teachers in these institutions, who have been tempted to leave colleges and universities in considerable numbers to accept more remunerative positions in industry and business. The quality of the recruits whom the institutions of higher learning have been able to secure from the graduate schools has steadily diminished, until it is very apparent that the graduate schools are not now finding it possible to turn out men as well qualified as they should be to undertake positions in colleges and universities. The adverse financial situation has also had a very depressing effect upon the amount and quality of research which members of the faculties in colleges and universities have been able to undertake. At a time when technical and social problems are becoming more and more complex, this is a matter of great moment.

The chairman then raised the question as to what means should be undertaken to secure the increased funds so necessary in colleges and universities.

He also pointed out the fact that many experts in education are beginning to feel that much time and energy is wasted in our educational system: that, as compared with European countries, it is ordinarily necessary in the United States to take two more years for the same grade of preparation. The question was, therefore, as to whether or not the conference should discuss the possibility of reorganization in the American school system.

The chairman then appointed the following persons as a committee to follow the discussion of the section on higher education, and later to report a series of resolutions which seemed to embody the ideas which were presented at the conference:

Charles S. Howe, president Case School of Applied Science.
L. D. Coffman, president-elect University of Minnesota.
W. R. Boyd, chairman finance committee, Iowa State Board of Education.
James H. Dunham, dean of the faculty of the College of Liberal Arts and Sciences, Temple University.
S. P. Capen, director of the American Council on Education.

Dr. P. P. Claxton, Commissioner of Education, then presented in a few remarks the reasons for calling the National Citizens' Conference. He emphasized the emergency in education, including the situation in institutions of higher learning. He pointed out the fact that the entire educational system, especially the elementary schools and the secondary schools, are now staffed with an inadequate supply of competent teachers, and that students in normal schools, colleges, and universities who intend to go into the teaching profession have diminished in number to an alarming extent. It therefore becomes incumbent upon those who have the welfare of the educational system of the United States at heart to take immediate steps for the relief

of the situation throughout the school system. He therefore asked the section on higher education to contribute as much as possible toward the solution of the problems with which colleges and universities are naturally connected.

In beginning the general discussion it was pointed out that the present inadequate supply of well-trained persons for the schools and for the industries would result in a great decrease in the productive capacity of the United States. For instance, if it proves impossible for engineering schools to secure capable men of specialized training, it will be impossible for the industries to produce the necessary quantity of goods and materials for consumption in the United States. The same observation holds true for those institutions of learning which are endeavoring to turn out well-trained persons to undertake the teaching positions throughout the national educational system.

INSTITUTIONAL SURVEYS RECOMMENDED.

As a means of meeting the emergency in colleges and universities, it was suggested that each institution should make a careful survey of its present financial condition and the growth of enrollment during the last 10 or 20 years, as a means of discovering what the needs of the institution would be in the future. It was pointed out that the enormous growth in attendance at secondary schools, the growth in the population of the State, and the addition of new schools and courses at an institution are factors of consequence which help to determine what the growth in attendance at any one institution will be in future years. Such a survey would give a scientific basis for future plans and for the presentation of financial needs to legislatures or to persons or organizations with which the institutions have financial relations.

As a result of a survey of this character the University of Minnesota was able to forecast its financial necessities for several years in advance. It was estimated, for instance, that the number of freshmen enrolled at the University of Minnesota in September, 1920, will be somewhat smaller than it was one year previously, but that there will be a steady growth in the total number of students attending that institution, which growth can be forecast fairly accurately. Several other members of the conference gave it as their opinion that the enrollment of freshmen at their institutions will be as great in September, 1920, as it was in the previous year.

In response to the question as to what colleges and universities ought to do under the conditions of such increasing enrollments, it was suggested that State institutions will be compelled to carry their campaign for the necessity of much greater appropriations to the legislatures in a convincing way, and that institutions depending on

private support will have to do the same thing with those persons or organizations on which they depend for financial support.

THE JUNIOR COLLEGE MOVEMENT.

It also is apparent that many persons connected with colleges and universities are beginning to feel that some sort of reorganization of the entire educational system is necessary, whereby the colleges and universities, especially the State institutions, can be relieved of a large part of the work now given during the freshman and sophomore years.

This suggestion brought up the possible desirability of establishing a number of junior colleges throughout the various States. Some members of the conference were in favor of the addition of a thirteenth and fourteenth year to the public school system, wherever it is possible to establish this work. Such an organization would also permit students to remain nearer their homes for two years longer than is possible when they go to large universities upon graduation from secondary schools. It was suggested, too, that with such an organization the United States would have a system of secondary and higher education closely approaching that now found in most European countries.

NEW POINT OF VIEW NEEDED.

It was pointed out that the most fundamental reorganization necessary is not so much a matter of administration as it is a reorganization of the curriculum which should be undertaken by this newer type of secondary school. There should be such a reorganization of the material of instruction as will enable students who go from these secondary schools to begin technical and professional specialization immediately upon entrance in the universities. In this way the universities would be largely relieved of the great amount of work now done in the freshman and sophomore years, which is mostly of secondary nature.

The reorganization of the curriculum of secondary schools also raised the question as to whether or not it will be possible thereby for the secondary schools to reduce the amount of time now devoted to what is generally regarded as secondary work. It was pointed out that the average school term in the United States has been increasing steadily during the last few decades. It should, therefore, be possible with the proper organization of curricula to do the same amount of work in from one to two years less time than it is now being done. In European countries the secondary schools ordinarily prepare students for entrance upon the professional and technical courses in universities in two years less time than American students are

prepared. It should be possible to do in the United States the same quality of work in the same time as it is done in European countries.

PROBLEM OF PREPARING TEACHERS.

What can be done in colleges and universities regarding the enormous shortage of properly qualified teachers for the secondary schools? Persons who undertake this work should be graduates of colleges and universities, and if possible have, as is the requirement in California, at least one year of graduate work. In the past, colleges of arts and science have largely supplied teachers for the secondary schools. However, a diminishing proportion of graduates from colleges of arts and science are going into the teaching profession. Further, the private institutions, which have always stressed the work in arts and science, have been furnishing much the larger proportion of graduates who go into the teaching profession in the publicly supported secondary schools. This observation holds true, especially in the Eastern States. In the Middle Western and Far Western States the publicly supported institutions are responsible for a larger proportion of students who go into the secondary schools as teachers.

The question was then raised as to whether it would be possible for State legislatures to encourage private institutions to continue this work by giving them financial assistance. It was suggested, however, that this financial assistance could not be given in most States on account of constitutional or legal provisions prohibiting State legislatures from rendering such financial aid. Such a question becomes somewhat delicate when it is appreciated that most of the private institutions are closely identified with some religious organization.

We should not neglect the appeal to students in colleges and universities to go into teaching as a means of public service. Especially in the women's colleges this appeal could be made with great force. As a means of stimulating the interest of persons who might be induced to go into the teaching profession, due consideration should be given to the possibility of financial encouragement to students who attend normal schools and teachers' courses in colleges and universities.

HIGHER EDUCATION AMONG NEGROES.

The problem of higher education among Negroes is an extremely important one. Four hundred thousand Negroes served in the Army and gained some appreciation of the necessity and desirability of further education than they had so far received. In order to establish properly equipped schools, it is necessary to secure a much larger

amount of public funds than Negro schools are now obtaining. The appeal for properly qualified Negro teachers has reached alarming proportions, and business and industrial corporations are extremely short on properly qualified persons of the colored race. The white people of the South are beginning to appreciate, as they have never appreciated before, the necessity for increased facilities for education among the colored people. In order to effect this purpose, interracial committees have been established in a number of Southern States and communities, where the problem has been discussed at great length. These organizations are endeavoring to lay out plans whereby these ideas can be carried out. In this way it is confidently hoped that Negro institutions will receive a much larger appropriation from State funds than has so far been possible.

LIMITATION OF STUDENT ENROLLMENT.

At the afternoon session the chairman raised the question as to whether or not the emergency in student attendance at colleges and universities will not necessitate the limitation of student enrollment. It is easier to secure this limitation in student attendance at institutions supported by private funds than it is in State colleges and universities. For instance, Dartmouth College has already announced that a limitation of 600 students is to be placed on the freshman enrollment at that institution next September. The State institutions, on the other hand, are usually required, through constitutional or legal provisions, to admit all students who satisfy the entrance requirements. He also suggested that it is a well-known fact that many students who are now in attendance at colleges and universities are incapable of carrying on collegiate work so as to gain great profit. These students, it was suggested, should be eliminated as early as possible.

The problem is not so much a matter of eliminating students from colleges and universities as it is of adjusting our educational program to suit the special needs of all persons who seek additional education. As a means of assisting a large body of students to secure the desired education, colleges and universities could conduct a large amount of extension work, and thereby make it unnecessary for many students to be in residence at institutions of higher learning. It was felt, however, that in many instances students should not be permitted to obtain all the work which they desire through correspondence courses, as it is extremely desirable that students pursuing these courses should be in actual attendance at an institution of higher learning for at least a portion of the time.

As a means of solving the emergency existing in colleges and universities, the question should be presented to the people as their

problem, and not as the problem of the institution concerned. It is believed that when the problem is presented in its proper form public sentiment will always rise to a proper appreciation of the existing emergency. In order to arouse public attention to the situation, there should be an extended publicity campaign. Such campaigns, wherever they have been conducted on a dignified basis, have usually produced the desired results. It should be appreciated in this connection, that a small increase of from 10 to 25 per cent in the funds available for institutions of higher learning is generally a palliative only, and not a cure for the situation. The public must be made to feel that increases of from 50 to 100 per cent are, in most instances, either absolutely necessary or highly desirable.

In this connection mention was made of the loss of social standing which the entire teaching profession, especially in colleges and universities, has suffered as the result of the inadequate financial compensation now given to professors and instructors in colleges and universities. Men in other professions in recent years have been able to secure greatly increased compensation and have therefore attained a higher plane of public esteem, whereas teachers in colleges and universities have in many instances been compelled to accept what amounts to reduction in salary and a lower social recognition. For members of the faculties of colleges and universities to continue in such a condition is regarded as most undesirable. It will undoubtedly react greatly to the detriment of higher education.

HIGHER EDUCATION FACING A CRISIS.

The session on Thursday afternoon was opened by an address from Dr. M. L. Burton, president elect of the University of Michigan. In his address Dr. Burton pointed out that, notwithstanding the enormous sums of money which State legislatures have in recent years provided for higher education, and in spite of the astonishing sums which have been given to private colleges and universities, the institutions of higher learning now find themselves confronted by the very greatest financial emergency.

Furthermore, during recent years, State institutions in particular have been increasing in student attendance at a very rapid rate. The University of Wisconsin, for instance, has doubled its enrollment each decade during the last four decades. On account of the enormous number of students and the inadequate financial support, the morale of college and university faculties is at a lower ebb than it has been for many years. The campaigns for additional funds have inevitably resulted in a loss of self-respect by members of faculties who have spent years in attempting to secure an adequate preparation for what they believed would be a dignified calling. As a result

of the war, these men and women have often found their services in great demand in business and industry, and they are beginning to leave the institutions of higher learning at an alarming rate, at a time when the supply of recruits from the graduate schools is dwindling in number and diminishing in character.

This alarming situation in institutions of higher learning is of special consequence in a democracy. The United States is in great need of men who are trained not only for technical and professional positions, but as leaders for the solution of the extremely complex economic problems which are presenting themselves to the people at the present time. The very quality of civilization in this country therefore depends in large part upon the character of instruction which can be secured at institutions of higher learning. Just in so far as it is possible to push out the borders of knowledge through research, investigation, and discovery, just so far does it become possible for American democracy to make the progress that is expected of it.

In the present emergency in institutions of higher learning, Dr. Burton suggested the following possible solution:

1. The deliberate production by the proper administrative officials of a deficit in the college or university, wherever that could be legally done. Although this might act as a stimulus for securing proper financial assistance it would not be a desirable thing under most circumstances.

2. Calling special sessions of State legislatures for the purpose of securing adequate financial assistance. As a practical matter this is not usually possible.

3. The adoption of what may be called a radical budget, in which all, or nearly all, of the money available is spent before the end of the collegiate year. Such an expedient is probably not desirable in most institutions.

4. The adoption of what may be called a conservative budget, in which provision for a liberal increase in salaries is made, such increase to depend upon securing the necessary financial support from State legislatures and to go into effect when this support has been given.

The speaker also suggested a more permanent policy which could be pursued by colleges and universities after they have made a careful self-survey. In this survey the conditions regarding finances and student enrollment throughout a course of years could be made the basis for a fairly accurate prediction concerning the future situation. In this way State institutions in particular would be able to present a scientific organization of their condition to the State legislatures. The institutions themselves and the State legislatures

would thereby have accurate knowledge as to what financial support of higher learning should be given in future years.

Some concerted effort should be made among State institutions to conduct these self-surveys, in order that there might be a great body of information coming from every State in the Union. These self-surveys should bring out the fact as to whether all work now being done in colleges and universities actually needs to be continued. As is well known, institutions of higher learning are now conducting an amazing variety of work, and it is commonly believed that much of this can be done outside of the university walls.

It was also suggested that possibly in some instances it is unnecessary to take so much time for the preparation of students pursuing certain courses. Economy of time, if feasible, would naturally solve many of the difficulties in colleges and universities.

In making suggestions as to the possible means of increasing the incomes of colleges and universities, it might be desirable to permit students to pay voluntarily the full expenses of their education. At present it is well known that many students are entirely able to pay a sum equivalent to the full amount that is expended on their education in a college or university. It might also be possible to increase the fees for certain courses quite materially without working a hardship. In various professional courses, such as medicine and dentistry, the fees are now often quite large. There seems no reason why fees in agriculture and other courses should not be raised to something like an equality with those usual in medical and dental schools.

INCREASED FINANCIAL SUPPORT ESSENTIAL.

As the most important method, however, of securing adequate funds, President Burton emphasized the fact that we must go to the legislatures and to private individuals interested in the privately supported colleges for very great increases in the amounts of money available for the support of institutions of higher learning. These increases should not be simply moderate, but should frankly be very large. Legislatures and the people at large should be made to appreciate that colleges and universities are now in an extremely acute financial condition, and that unless they receive adequate financial support they can not possibly train men and women to fill technical and professional positions or places of leadership in the State and community.

RESOLUTIONS ADOPTED.

President Charles S. Howe, chairman of the resolutions committee, presented the following statement prepared by the committee:

Whereas the remarkable interest in higher education which has developed since the World War has brought to the universities, colleges, and technological

schools an unprecedented number of young men and women, which increase in enrollment bids fair to continue in future years; and

Whereas there has been an enormous increase in the cost of materials and supplies, including those necessary for buildings and instruction in institutions of higher learning; and

Whereas endowments and appropriations, which before the war were sufficient to maintain college and university work, have in the present emergency, notwithstanding the most rigid economies, proved to be utterly inadequate to meet this increased cost of maintenance and to take care of the large enrollment of students; and

Whereas the increased cost of living has compelled many college and university teachers to resign their posts so that they may accept positions in business and industry where the remuneration is sufficient to enable them to support their families comfortably and to provide a satisfactory education for their children; and

Whereas these conditions have left the institutions of higher learning with greatly reduced staffs of competent teachers, which, even under prewar conditions, would have been inadequate to continue instruction on that high plane which the colleges and universities have always endeavored to maintain; and

Whereas the Nation rightfully expects the colleges and universities to continue supplying the country with well trained young men and women for service in the public schools, for technical positions in industry and business, for the learned professions, and for leadership in all fields of thought and action, and since, owing to the changed condition in social and industrial life caused by the World War, new and complex problems have arisen which demand a greatly increased proportion of trained men and women; therefore,

It is the sense of the National Citizens' Conference on Education:

(1) That a national crisis exists in our educational system which demands the earnest thought and the careful consideration of every citizen of the country, and that the attention of the people of the United States should be called immediately and forcefully to this emergency, both in the public schools and in the institutions of higher learning.

(2) That, in order to meet this crisis in education, it has become absolutely essential for colleges and universities to secure increased funds which will enable them to obtain the necessary equipment and supplies, and to attract to and retain in their faculties an adequate number of men and women of superior ability and specialized education.

(3) That unless institutions of higher learning secure these increased endowments and appropriations they will inevitably be staffed by teachers of inferior grade, classes will be larger than experience has shown to be wise, and instruction generally will be mediocre and inefficient.

(4) That the people of the United States will not be satisfied if earnest and well-prepared students are denied the opportunity to obtain a higher education under inspiring and efficient teachers and in institutions thoroughly equipped to carry on their work.

(5) That, since colleges and universities are the chief source for the supply of research workers both in pure and applied science, the welfare of the Nation demands that in these institutions every opportunity be given for original scientific investigation, and for the generous encouragement of research professors and the training of students in the methods of research.

(6) That, to attain these ends, it is imperative that public opinion throughout the Nation be aroused immediately to a thorough appreciation of the pressing and unparalleled needs of institutions of higher learning.

Therefore, We, the members of this National Citizens' Conference on Education do hereby call upon the people of the United States to provide liberal support for their colleges and universities, both public and private, in order that these institutions may adequately and effectively minister to the needs of the people and serve the public welfare.

President Charles S. Howe,
Case School of Applied Science, Chairman.
President-elect L. D. Coffman,
University of Minnesota.
Dean James H. Dunham,
Temple University.
Dr. S. P. Capen,
Director American Council on Education.
W. R. Boyd,
Chairman Finance Committee, Iowa State Board of Education.

The resolutions were adopted unanimously.

E. Lee Howard, president of Fargo College, Fargo, N. Dak., mentioned the fact that colleges and universities are now finding it difficult, whenever they wish to borrow money at banks, to present securities such as are acceptable to the Federal reserve banks. It was stated that most of the banks would be perfectly willing to accept the securities of colleges and universities if a ruling could be obtained from the Federal Reserve Board giving colleges and universities a proper financial rating. In order to bring this matter to the attention of the Federal Reserve Board, President Howard offered the following resolution, which was unanimously adopted:

Resolved, That the Federal Reserve Board be requested to make a study of the question of credit for colleges and universities, with a view to a favorable ruling upon the rediscountability of their paper by the Federal reserve banks.

After further discussion concerning general problems facing colleges and universities, the section on higher education adjourned.

V. THE PRESS.

That there is a serious crisis in the educational conditions of our country is generally admitted. People of vision recognize that, unless radical change in the tide of educational matters can be effected, our beloved civilization is in jeopardy. Our Government rests upon the intelligent will of the people. If the great mass of our citizens can be led to realize the true situation, their patriotism and saving common sense will surely cause them to save the situation.

The press is one of our most effective agencies to enlighten and move the popular mind. If this agency will become active to its full ability in the matter, great civic blessings will be the fruit.

Accordingly, the Press Group of the National Citizens' Conference on Education recommends:

1. That the National Bureau of Education at once inaugurate, lead, and direct in a campaign of education about education.

2. That the press of the Nation, together with all other agencies and organizations that have for their purpose enlightening the people of our country upon matters of popular and patriotic concern, be earnestly invited to cooperate and contribute their aid and influence in forwarding this campaign of education about education.

3. That the National Bureau of Education provide or cause to be provided matter, editorial, news items, etc., to be furnished regularly to the press, such matter to be in such form, popular, fresh, and newsy, as to be ready for prompt use by editors; and also to be of such variety as will appeal to the city dailies, the rural papers, the magazines, etc., and also be prepared to furnish matter of such character as may fit local conditions or serve special campaigns.

4. We recommend that the National Bureau of Education, if it be needful to do these things successfully, develop and associate with it a staff of helpers of adequate size and journalistic skill to make the campaign completely effective.

5. We recommend that the National Bureau of Education, through all sources at its command, develop a news-gathering bureau to collect systematically as much fresh and reliable educational data and news as possible, put it promptly into proper form for press distribution, and send it to the press as soon as possible.

That the National Bureau of Education encourage the educational press to fall into the line of popularizing educational reading matter.

6. We recommend that in each State there be developed in connection with the State and municipal departments of education and with such educational organizations as may already exist, and in cooperation with the National Bureau, a publicity committee to aid the National Bureau in both the collection and dissemination of matter in this campaign, and as rapidly and as effectively as possible that the same plan should be extended to counties, cities, and communities. In these smaller units teachers and educational organizations should be enlisted to cooperate and to help.

After consultation with the Commissioner of Education, to start into operation these recommendations, the Press Group recommends the creation of two committees as follows:

FIRST. A COMMITTEE ON ORGANIZATION.

Which will serve temporarily and, in cooperation with the head of National Bureau of Education, will develop a permanent central committee made up principally of representatives of organizations already existent that will agree to cooperate in this campaign of education about education. On this committee the following have been appointed:

Chairman, Dr. Wilber Colvin, 413 Chamber of Commerce Building, Atlanta, Ga.

Mrs. Frederick Schoff, 3418 Baring Street, Philadelphia, Pa.

Miss Jessie L. Burrall, Washington, D. C.

Hugh McGill, field secretary of National Education Association, Washington, D. C.

Dr. Walter A. Montgomery, secretary, Bureau of Education.

SECOND. A COMMITTEE ON PUBLICITY.

Composed of those who will advise with and assist the National Bureau of Education relative to the development of an editorial staff and to its particular work.

Chairman, J. R. Hildebrand, National Geographic Magazine.

T. Edward Murtaugh, publicity director, Red Cross.

Alson Secor, editor Successful Farming, Des Moines, Iowa.

Mrs. Florence Brewer Boeckel, Washington, D. C.

W. Carson Ryan, jr., educational editor, New York Evening Post.

To finance this great campaign, we recommend that the National Bureau of Education each State department of education, each coordinating organization, civic and educational, be requested to show its faith by contributing all aid and money possible; also that the head of the National Bureau of Education, as soon as possible, appoint and organize a finance committee to solicit and collect funds from the wealth of the Nation.

As supplementary to the direct presswork, but with which the press is closely related in a campaign of publicity, we recommend that there be held a series of educational conferences and popular meetings for the enlistment and development and instruction of workers, and for the instruction and arousing of the public in the successful prosecution of this campaign, many of these meetings to be held under State and local auspices, but all to be coordinated with the national campaign.

WILBER COLVIN, *Chairman.*
WALTER A. MONTGOMERY, *Secretary.*

VI. THE APPEAL TO THE PEOPLE.

Hon. Enoch A. Bryan, State commissioner of education, Boise, Idaho, acted as temporary chairman, and presented the chairman of the section, President A. R. Brubacher, State Teachers' College, Albany, N. Y.

In opening the discussion, the chairman outlined briefly the efforts recently made in New York State, under Commissioner Finley, to secure popular support for a program of school improvement.

A SUCCESSFUL APPEAL TO THE STATE LEGISLATURE.

More than a year ago Commissioner Finley saw that the crisis in education would be met most effectively by an appeal to the people, and he arranged his program accordingly. Plans were laid and executed so effectively that the present legislature has done more for education than any of its predecessors ever did.

The laws enacted include a liberal teachers' pension law and a law providing for material increases in teachers' salaries, ranging from a minimum of 10 per cent to a maximum of 30 per cent. This is accomplished by appropriating out of the State treasury upward of $26,000,000 to be distributed to the different municipalities and school

districts of the State, with the provision that all of this money is to be expended for increases in teachers' salaries.

In addition, generous appropriations were voted for immigrant education, and liberal appropriations were voted in a new salary classification law applying to all teacher-training institutions of the State.

At the outset of the campaign Dr. Finley took the position that the teachers already knew about the crisis in education, and that the appeal, to be effective, must be made, not to the teachers, but to the people of New York State, who are the ultimate authority that will decide the welfare of the schools. So he invited representatives from various organizations—industrial, social, civic, political—into conference. Out of these conferences grew the legislative program.

LEADERSHIP AND PUBLICITY.

In order to focus the attention of the State legislature on this program, several important meetings were arranged. First of all, on May 19, 1919, an educational congress was called, to meet in Albany, to which were invited publicists, and educational and industrial leaders. During an entire week the problems of education were canvassed, in much the same way as we are doing here, except that the discussion was centered more on State problems.

The next step was to assemble a group of State leaders. Representatives from 11 States were present, including all of the New England and Northeastern States, West Virginia on the west, and Michigan on the northwest. The meeting was held at the Chamber of Commerce Building, in New York City, and to it were invited also the industrial and commercial leaders of New York City. They were heard, and they heard; the results of that conference reacted on the State legislature in a most effective fashion.

A STATE CITIZENS' COMMITTEE OF ONE HUNDRED.

A third effective means was the organization of a Citizens Committee of One Hundred, which was made up of the most influential men and women of New York City. This committee went on record as recognizing the crisis in education, and urged generous financial aid to the cause of education.

Another important step was a great mass meeting held in Carnegie Hall, New York City, at the very height of the legislative session. Several thousand citizens of the State were present, and addresses were delivered, among others, by former Secretary McAdoo, by Commissioner Finley, and by representatives of the banking, financial, commercial, and industrial interests of the State.

You will at once recognize that the State legislature could not remain insensible to this kind of public activity. It was a dignified State-wide appeal, and had the authority of influential men and women behind it.

POSSIBLE REACTION IF PEOPLE NOT INFORMED.

Two years ago we learned in New York State the great need of publicity in getting legislation that is worth while. About that time we secured the enactment of a law providing for the consolidation of rural schools. That law was secured without making an appeal to the people, but when we came to try to put it into operation, we found that the public was not prepared for it. There was a reaction, which resulted in the repeal of the law within a year. And so we are to-day without that beneficent legislation, because we failed to appeal to the people and make sure that the purposes of the law were fully understood.

I am glad to report that we have now organized a campaign to put this school consolidation plan before the people. A commission is at work, consisting of three members of the State Grange, three members of the Farmers' Home Bureau, which is made up of the farmers' wives, three members of the Agriculture Farm Bureau, and representatives of the Dairymen's League, the State College of Agriculture, at Cornell, the State Teachers' Association, and the State Department of Education at Albany, including 21 persons in all.

The commission has already held several meetings. While the Grange and the Farm Bureau were hostile to the old consolidation law, they have now publicly recognized the need of it, and have practically agreed on the terms of a law which is to be proposed next year. This is, to my mind, a spendid illustration of what an appeal to the people will do if you get the representatives of the people to understand what is wanted.

HOW WOMEN'S CLUBS CAN HELP.

MRS. PHILIP NORTH MOORE,

President, National Council of Women.

The National Council of Women is composed of 30 organizations, such as the General Federation of Women's Clubs, the National Suffrage Association, the National Congress of Mothers and Parent-Teacher Associations, the National Council of Jewish Women, and others which have not only State branches, but city branches throughout the country. At a conservative estimate their aggregate membership is about 10,000,000 women in the United States.

HIGHER SALARIES FOR TEACHERS NECESSARY FOR SELF-RESPECT.

Women's clubs can help in this great national emergency by working through their constituencies to bring the facts to the attention of millions of people in a forceful way. We do know that in every city the lack of teachers is a very serious matter, due to a variety of causes. If I place inadequate salaries first, I do so to emphasize the confining nature of the teacher's work because of low salary. The teacher is obliged to undertake evening work and summer school work and to resort to various other makeshifts in order to eke out the salary needed for legitimate living expenses. Many have found it necessary to give up teaching when other opportunities have materialized.

One potential source of teachers is being overlooked, in that most of our cities do not allow married women, who have been teachers, to come back into the schools. The National Council, at its last biennial meeting, passed a resolution requesting that the department of education should make it possible for married women, who need to become earners again, and who had lost husband or children, to resume the work of teaching. I think this is an appeal which we can well emphasize.

INTEREST IN ALL PHASES OF SCHOOL IMPROVEMENT.

Women's clubs are interested in all phases of education and in all measures proposed for the improvement of our schools. A revised course of study is very essential in many of our schools, and the right kind of revision would do much to relieve the conditions that are so burdensome for the teachers.

Again, we believe that women should be found in larger numbers on our city and county boards of education. Women teachers outnumber the men at least four to one, and yet in only exceptional cases do they have a voice through a woman on the board of education. Women have a point of view which can be very advantageously brought to bear on the problems of the schools as they are considered by boards of education.

We are giving much attention to conditions in the rural schools. Farmers are in increasing numbers leaving their farms to go to the cities where they can give their children proper education. While the movement for consolidated schools is helping materially to solve the problem, still we must recognize that there are large areas in which consolidation is not practicable. We must seek other solutions as well, until every child, no matter where he chances to live, shall have opportunity for the education to which he is entitled.

We believe in further extensions of the principle of State aid. Not all communities are equally able to bear the burdens of educating the children who, indeed, are to become citizens of the State and of the nation, as well as of the local community. Preparation for right living, economic independence, and good citizenship must all be provided for, and we have learned that they can not with safety be left entirely to the local community.

We also recognize many serious problems of higher education, and especially of the institutions whose task it is to prepare our teachers.

We believe, with Commissioner Claxton, that "if the Nation can take men from their homes to train them for war, it can go to them in their homes to educate them for peace." Most decidedly the home and the school must come closer together.

The United States is, indeed, the most stabilizing influence among the nations, as the public school is the most stabilizing influence among our institutions. And yet no nation and no institution can be static. It must either advance or decline. The facts which have been brought out at this conference show very clearly that we must go forward, and that our schools must be improved. I hope we may be able to take the message of this conference to the millions of women of America in a way so effective that their influence may be felt in no uncertain manner in safeguarding the vital interests of our boys and girls.

THE INTEREST OF PATRIOTIC SOCIETIES IN THE PROMOTION OF EDUCATION.

Mrs. George Maynard Minor.

President General National Society, Daughters of the American Revolution.

The subject given me for this occasion is too broad for adequate treatment in the brief time at our disposal, nor can I speak with authority for any patriotic society but my own, the National Society of the Daughters of the American Revolution.

All patriotic organizations have wide opportunities opening before them in the field of education along lines which are peculiarly their own and in the promotion of which they should and do take a keen interest. This field is limited. Its opportunities lie not so much in the promotion of general education as in that of historical and patriotic education—in other words, of Americanization. This is the chief aim and interest of the patriotic society in education, and it includes in its scope the native American who quite frequently needs Americanizing more than his foreign brother.

The preservation of records, the memorializing of the past, the promotion of historical research and study, the perpetuation of the spirit of the founders of this country from the Pilgrims onward—these are not the whole duty of the patriotic society.

A DUTY TO THE FUTURE NO LESS THAN AN INTEREST IN THE PAST.

The patriotic society must not rest content with preserving the memories of the past, searching backwards into history, and telling how this country was founded, what its founders did, and how its institutions came to pass. It must teach what those institutions are. It must educate the general mass of the people in the underlying principles of our free institutions and representative form of government, explaining what they mean, how they operate, and why they demand and deserve our undivided loyalty and sacred pledge of whole-souled allegiance.

The peculiar interest of the patriotic society, therefore, is to build up a citizenry capable of understanding its own government and performing its duties therein. This should be the ultimate object of its historical and commemorative activities. That many patriotic societies promote this object in a general way is no doubt true. Of them I am not qualified to speak. But to the National Society of the Daughters of the American Revolution such a statement of objects is, to quote its constitution, unchanged in this respect since its adoption 30 years ago. It says in Article II:

> The objects of this society are: (1) To perpetuate the memory and spirit of the men and women who achieved American independence, by the acquisition and protection of historical spots, and the erection of monuments; by the encouragement of historical research in relation to the Revolution and the publication of its results; by the preservation of documents and relics, and of the records of individual soldiers and patriots, and by the promotion of celebrations of all patriotic anniversaries. (2) To carry out the injunction of Washington in his farewell address to the American people, to promote, as an object of primary importance, institutions for the general diffusion of knowledge; thus developing an enlightened public opinion, and affording to young and old such advantages as shall develop in them the largest capacity for performing the duties of American citizens. (3) To cherish, maintain, and extend the institutions of American freedom, to foster true patriotism and love of country, and to aid in securing for mankind all the blessings of liberty.

To those who have regarded the Daughters of the American Revolution as an organization solely devoted to glorification of the past, these stated objects showing work for the living present will come as a surprise. And yet for at least a quarter of a century our society has been quietly engaged throughout the country in teaching American ideals of citizenship to foreigners and natives, long before the country at large realized that this phase of education was becoming

more and more necessary to the continuance of its institutions. We were teaching this so-called Americanization for years before that term was invented. It is but a new name for an old and accustomed activity among the daughters which they called "patriotic education," and year after year under that name they have promoted the education of the immigrant in the meaning of American citizenship, and in the allegiance he owes to our Government and to our flag.

What the Daughters of the American Revolution have been doing for years has now become the hue and cry of an aroused and awakened Nation.

EDUCATIONAL ACTIVITIES OF THE SOCIETY.

The society's work is local, State, and national in scope, done under the direction of its national governmental body.

The society has been deeply interested in the illiterates of our southern mountains—those sturdy, pure-blooded Americans whom we need more than ever to-day as an Americanizing element in our body politic. Scholarships are annually maintained in many of the southern schools and colleges for the benefit of this fine old mountain stock whose ancestors at Kings Mountain and Yorktown decided the issue of the Revolutionary War. We are doing the work which the State and Federal Governments should do for these isolated mountain peoples of the South.

The Martha Berry School for the Georgia mountaineers was founded by a daughter, and is one of our chief beneficiaries. The Tomassee School, in South Carolina, is a D. A. R. institution, founded and managed by the daughters of that State. Maryville College, in Tennessee, is the recipient of thousands of dollars in annual and perpetual scholarships for worthy mountain girls, who carry their education back to their people. Forty-three schools and colleges are the recipients of D. A. R. aid.

In the first 25 years of our life as an organization the sum of $91,415.75 has been the reported, but far below the actual contribution to this southern mountain work, and $70,945.88 to other educational institutions, thereby fulfilling Washington's injunction and our own constitutional pledge to "promote institutions for the general diffusion of knowledge."

Chapters throughout the country have founded and donated public libraries and assisted those already in existence with gifts of money, books, and pictures; they have given prizes in the public schools for essays on American history, and in general on what it means to be an American citizen: they started night schools for foreigners at a time when such things were a new idea to our boards of education:

they held free illustrated lectures for foreigners in American history in their own tongues; they have given thousands of flags, books, and pictures to schools, and at the same time teaching the correct use of the flag; they assist historical societies and maintain historical collections of their own which are freely exhibited to the public; they started some of the first traveling libraries for foreigners in their own language and maintain free reading rooms; they have distributed thousands of copies of the Constitution of the United States, the Declaration of Independence, and the American's creed in the schools, in factories, and public places of all kinds; and they have formed boy's and girl's clubs whose chief object is to promote understanding and love for the traditions and institutions of this country and loyalty to its flag.

For years the Daughters of the American Revolution have agitated for a safe and sane, as well as patriotic, celebration of Independence Day, and are seeing their efforts bearing fruit in the more dignified observance of that day through parade and pageantry, patriotic music, and addresses.

FIRST AID TO THE IMMIGRANT.

Ten years ago the Daughters of the American Revolution in Connecticut took the lead in the education of the foreigner by the publication and financing of a book of information, entitled "Guide to the United States for the Immigrant," which achieved a Nation-wide reputation and is still in demand. It is published in four languages, English, Italian, Yiddish, and Polish, and contains over 60 pages of information which the immigrant needs the most when landing on our shores, information about the laws and customs that affect his daily life, about our schools and libraries, our Government and our naturalization requirements, all set forth in the spirit of friendly helpfulness, which is the only true method.

VIGOROUS SUPPORT OF EDUCATIONAL REFORM.

Resolutions adopted at its recent congress voice the society's interest in the foremost educational questions and problems of the hour. It stands solidly back of universal and compulsory military training as it did two years ago. It indorsed the vocational and general plans now being projected for our peace-time army and the plans for universal physical education in our public schools. It is promoting higher pay for teachers in our schools, deeming it a national disgrace that the trainers of our children should receive less than our dishwashers and cooks.

It has been well said that "where there is no vision the people perish." The Daughters of the American Revolution have ever conceived it to be their duty and high privilege to keep bright the vision of the forefathers when they established a Nation where government of the people, by the people, and for the people should be builded upon the foundations of an enlightened and intelligent and a loyally all-American citizenship, without hyphen and without divided allegiance.

THE PROGRAM OF THE NATIONAL COMMITTEE ON CHAMBER OF COMMERCE COOPERATION WITH THE PUBLIC SCHOOLS.

Hon. James T. Begg,
Representative from Ohio.

Conditions in this country at the present time demand the attention of all thoughtful people. Unrest and dissatisfaction are prevalent among all classes, and are not confined to the labor group or to the teaching group by any means.

The common remark you hear everywhere is, "Why does not Congress do something to settle things?" Now, Congress may be able, through legislation, to help on certain general phases of our social and economic problems, but this disturbed condition of mind can only be adjusted when each individual and each community is willing to assume the responsibility for the particular problems that affect them.

Communities must clean up bad housing conditions, make more adequate and sympathetic provision for the foreigners who come to make their home with us, educate the radical who comes here with partial or distorted notions of American freedom and democracy, see that every man has a decent job whereby he can earn a decent living for himself and family, and see that every family gets its share of God's sunshine and green grass and trees.

Communities do not need to wait for help from a centralized government, as from a parent, in order to get started on the solution of these vital problems.

THE CHAMBER OF COMMERCE ACTUATED BY NEW IDEALS.

Many people think of a chamber of commerce as a commercial body purely and simply. But ideals are changing, and I maintain that a chamber of commerce organized for business purposes solely is not worthy of the name. When rightly organized and functioning properly it consists of a body of citizens banded together for the purpose of working unselfishly for the good of the entire community.

One reason why the public schools do not move forward more readily is because too often the superintendent does not have the proper background for securing the hearty support of the community for any program that may be decided upon. Often the meanest ward heeler in any city can wreck the best plan ever formulated by the school department. In many cities there is no medium provided whereby you can reach and enlist the sentiment of the great body of citizens and thus lay a solid background for your school program.

Now, the chamber of commerce, when properly functioning, contributes directly to this end. The average citizen is really no less interested in his children than he is in the material things that he is making money with; but to build up public opinion preparatory to a step forward in the educational work of any city requires something more than the deliberations of a small board or committee of men and women, however devoted.

If you can tie your movement up to a great civic body like the chamber of commerce, you can ultimately get the entire community back of it, for the fundamental aim of the organization and its chief interest is to build up the community and to make it a better place to make money in and to live in and to rear children in.

THE SCHOOL AND THE CHAMBER OF COMMERCE SHOULD COOPERATE.

If you school teachers will make use of the chambers of commerce in your cities and let them help you with their resources and their influence, you can develop a better, more wholesome, and higher educational sentiment in your communities. Become teachers of the chamber of commerce membership and in turn be taught by them.

Cooperation will mean protection for you also from the dangerous citizen, the long-haired high brow with the new theory, who has nothing else to do but to reform the school system. Suppose you throw such a man into an open public forum, with the aid of the chamber of commerce, and provide an opportunity for the great body of citizens to hear whatever he has to say in support of the newfangled notions. If there is anything worth while in his proposition, it is bound to emerge from such discussion in practical form.

I can see, my friends, a great local good, and a great national good, coming out of this movement to utilize these chamber of commerce forces in your communities, willing and anxious to do something if you will only take hold and show the way. I can see an opportunity for development in the educational realm that will be far beyond any previous development we have known.

WHAT MUSICAL ORGANIZATIONS CAN DO.

Mrs. Frances E. Clark,
Director of Educational Department, National Federation of Music Clubs.

I think it, indeed, quite fitting that music should be represented on a program of this character. We are beginning to appreciate more than ever before the value of music in the life of the child, in the life of the home, in the life of the community. If any good whatsoever could, by any chance, come out of the recent great upturning on the other side into which we were drawn, it has been, I think, the lesson of the beneficent influence of music and its value under trying circumstances.

Not only did music go with our boys to the camps, and then over to the other side, cheering them in their times of trial and stress, but it also contributed most materially to the sanity of those left behind, through the singing together, and the unifying spirit that was brought about in communities everywhere from one end of this country to the other.

MUSIC AND CITIZENSHIP.

Music renders a service not only to the cause of education, but to the cause of citizenship. We can sing more loyalty and patriotism into the hearts of the people than you can drive in with sermons, with essays, or with any other sort of means. Therefore music must have a very important place in this new education.

If, however, we are to carry the message of music to the people, we must use music, not simply talk about it. If we can use music in practical ways for the teaching of loyalty and patriotism, and for its educational values, we can do as much good perhaps as any other single factor that can be brought to bear in this emergency.

If we could sing "America the Beautiful" into the hearts of the millions in this country who do not yet realize how beautiful it is, it would do more good, I believe, than to harangue them on their lack of patriotism. If we could meet the foreigner as he comes to our shores, with some understanding of the art which he brings, learning from him what we can, and in turn teaching him sympathetically our songs and our art, many of our vexing problems would disappear. Music is the one common chord in the harmony of the nations, the one universal tongue understood by all, loved by all, and through and by which we may reach the foreigners of every land, no matter whence they come.

MUSIC IN THE COUNTRY.

We have been doing some wonderful things, educationally speaking, in our great cities, in our efforts to meet the situation presented

by these hordes of foreigners and their children. Our palatial city high schools are filled to a large extent with children who come to us from other lands.

It is right and necessary that these children have every educational advantage that we can provide, but what about our own American children, whose ancestors were spoken of here a moment ago as having achieved the greatness to which this country has come? Many, many thousands of them are out on the prairies of the Central States, in the mountain counties of North Carolina and other Southern States, in the back country places everywhere. And we are neglecting their education shamefully.

Now, this is not as it should be. There is not only disgrace in this situation, there is national peril in it. The rural school should be the principal subject of concern for this country, and, practically speaking, therein lie the greatest difficulties ahead of us. We must somehow reach the rural community with all forms of education, music no less than any other.

COUNTY SUPERVISORS OF MUSIC.

The great national organization of supervisors of music is now working toward the point of securing a capable supervisor of music for every county in the land. We realize that it is only through proper supervision, through music presented in the proper way, and the right kind of music, that the children in the rural communities can have the cultural opportunities they should have.

No other one thing is so longed for by the people of the rural communities as music. Music is one of the great arts that can be taken into the country. To take care of the leisure hours is one great problem before educators to-day, and in that field music can serve. Let us give music a real chance to serve in the betterment of rural life.

SECTION VIII. HEALTH EDUCATION.

Dr. Hugh S. Cumming, Surgeon General of the United States Public Health Service, was chairman of the meeting. He made a few brief introductory remarks, stressing the importance of health education, and introduced Dr. L. Emmett Holt, of New York, as the first speaker. Dr. Holt's speech, entitled "Health Education a Duty of the Schools," gives a strong statement of the need of health education, makes clear that the "State has a duty in relation to the health of its citizens," and offers a simple and workable program for the schools. A brief abstract of the speech is given below.

Dr. Livingston Farrand, director of the American Red Cross, was the other speaker and the title of his speech was "Relation of Education to Health." He gave a hearty indorsement of Dr. Holt's health education program. He brought out the fact that the large amount of physical inefficiency among our adult population, which was particularly called to our attention by the draft and by recent data of life insurance companies, etc., is due largely to ignorance of essential health principles. The most effective cure is education in health knowledge.

Resolutions urging a program in health education and incorporating the main points of Dr. Holt's speech were handed to the committee on resolutions.

HEALTH EDUCATION A DUTY OF THE SCHOOLS.

L. Emmett Holt, M. D., LL. D.

Chairman of the Child Health Organization of America, New York City.

The importance of health in relation to national or individual prosperity, happiness, contentment, and comfort we have only recently begun to realize. That the State has a duty in relation to the health of its citizens is something only a few have begun to appreciate and most of our people have still to learn.

Our public education has failed most conspicuously in the matter of health. One evidence of this is the great amount of preventable illness which now exists. Practically all who have studied the subject are agreed that preventable disease costs more lives and disables more men than does war.

Further evidence of our failure is seen in the result of the selective draft, in which such a large number of men were rejected because of remediable physical defects, and the findings in the surveys made among school children which have shown both in city and in country an average of fully 20 per cent who were so much undernourished as to be considered in a serious condition.

The economic value of health to an individual or a nation we have been slow to grasp, yet illness is one of the greatest causes of poverty and family misfortune. There is not only premature and unnecessary sacrifice of life, but a very short period of full physical efficiency in the life of the average individual—estimated by an authority on life insurance to be only 10 years.

HEALTH A SUBJECT WHICH MUST BE TAUGHT, AND TO CHILDREN.

A knowledge of the laws of health is not instinctive. Health is a vital subject which much be taught. About the laws of life and health we know only what we have learned either from our own ex-

perience or from that of others. Some of this health knowledge represents family experience or racial customs. Much of it is based upon prejudice or even superstition, or upon ideas long proven by modern science to be erroneous.

The idea that bad conditions affecting health can be removed simply by passing laws has been long since exploded. Unless the public has been taught the meaning and the necessity of health rules, it is impossible to get them enforced. Health education is a fundamental need of our day, and about it, as a means of promoting health and preventing disease, the whole modern health movement centers.

Teaching health to adults is always difficult and usually unsatisfactory. Adults are proverbially poor pupils in any school. It is hard to unlearn what has been taught in childhood, and modern health instruction must begin by removing bad health habits which have been practiced for years.

It is becoming increasingly evident that we have begun too late with our health instruction. The child is the fittest subject in which to instill proper health knowledge. He has no prejudice to overcome; his mind is virgin soil to receive any seed of truth; he delights in the knowledge of the simple things which relate to his daily experience. If right methods are employed, it is easy to interest the child, and to influence him in the formation of right health habits.

By the education of the mother in the care of her well infant a great reduction in infant mortality has been effected all over the country through the national campaign which has been carried on for the last 12 or 15 years. In New York City the infant death rate has been reduced in a generation to less than one-third the former figure. But the education of the mother so far as affecting the health of the older children is concerned has up to the present time accomplished very little.

ADVANTAGES OF THE PUBLIC SCHOOL AS AN AGENCY FOR HEALTH EDUCATION.

The school is the place where health education must be given to most children, if they are to receive any. Although it may seem that the curriculum is already overcrowded and teachers overworked, still I believe a place must and can be found for instruction of the right sort in the schools, displacing if necessary something less vital.

The opportunity which the school offers for health education has hardly been recognized. In the school the child is under continuous observation for 8 or 9 years; his attendance is compulsory; he goes to school to learn; he is at a teachable age, in a teachable mood, and the school has the machinery for teaching. The opportunity to give instruction to groups of children is very important; for it is usually

found that instruction given to groups is more impressive and commands more attention than that given to individuals.

The long period of school life permits a great variety of health teaching, from the simplest things taught the youngest, to the wider knowledge which can be given the oldest. Much more can be done in school than even in the most enlightened home. In fact, the home itself is often best reached through the child.

VARIETIES OF HEALTHY INSTRUCTION.

There are clearly two kinds of health instruction. One relates to the matter of public or social health, and is largely concerned with the prevention of diseases which may be spread through the community. The relation of these scourges to faulty hygiene and sanitation, and their communication by unhealthy persons who handle food, by contaminated milk or water supply, or by mosquitoes, flies, rats, and so on—all of these things may be understood by older children. They then come to realize the importance of sanitary laws for a city, and to understand why quarantine is necessary in communicable diseases.

The economic value of health is something even a child can be made to appreciate—what it has meant to the prosperity of some parts of the world to get rid of malaria: how this made possible the building of the Panama Canal: what it meant during the war to keep soldiers fit for duty who were serving in a malarial country.

Much good health literature for children has appeared in the last few years, but very little of it has as yet found its proper place in the schools. We can not commend too highly the publications of the division of school hygiene in the Bureau of Education. The older children in our schools will very soon form our voting population, and their education along the lines suggested is most important.

The other phase of health instruction is that which might, in contrast with the foregoing, be termed private and personal. To my mind it seems even more important.

It is concerned with the promotion of health rather than the prevention of disease. It should begin with children of 7 and 8 years; the chief purpose should be to stimulate the formation of good health habits: the aim is to arouse action, not simply to teach rules. For this end only such knowledge of functions and needs of the body is required as to make the child understand what is necessary for its protection and care, or enough to form the basis of good health habits.

One of the first things to be taught is respect for the body, so that it will not be abused. The child can easily learn the essential needs of his body—proper food, cleanliness, fresh air, exercise, rest, regular bowel movements, and so on: also the things that do harm—im-

proper food, decayed teeth, excess in eating and drinking, lack of proper sleep, tea and coffee, alcohol, drugs, and so on.

METHODS OF INTERESTING CHILDREN.

Interest can sometimes be created by credits given for regular performance of the so-called "health chores" of the Modern Health Crusade and other organizations. The appeal to the dramatic instinct in the production and even writing of little health plays is another way of arousing interest and imparting useful information.

The simplest and most widely used means of interesting children, and one which involves the least time and labor in its application and the most potent influence in maintaining interest in the observance of the rules of health, is group competition based upon the record of height and weight.

By means of the scales the mother has been taught the meaning of the weight of the infant, and the importance of an increase in weight as a measure of the infant's progress in health. It is not an exaggeration to say that the manufacturer of scales has saved more infant lives than the manufacturer of drugs. It is the state of nutrition which the scales record, and normal nutrition spells health in an infant.

In older children also the same thing holds true. The condition of nutrition is an index of health, the best index, we believe. This is shown by the child's weight for his height, and still more by his regular progress in weight. Normal growth and development depend upon the nutrition of the body. The conditions which affect nutrition, therefore, are the vital things which must be emphasized in health education.

The classroom weight record prepared by the child health organization, and distributed through the Bureau of Education by the hundred thousand, is a positive influence for good; for to the child, weight is something concrete, the significance of which his mind can grasp.

Scales should be in every school, so that every child may be weighed and measured at the beginning of the school year, and monthly thereafter. The weighing and measuring time is a solemn occasion, a sort of monthly day of judgment. Each child is anxious to maintain his standing and to make progress.

The teacher gives constant praise and encouragement to those who succeed in maintaining their weight or in gaining, but no word of condemnation or reproof for those who fail. It is not needed; the failure may not be the child's fault. In such a school, health becomes "the thing"; a public opinion is created which nothing can

withstand. The child is competing not so much with his mates as with his own record.

RESULTS IN DEFINITE ACTION.

When a child is not gaining, or is losing weight, he is at once interested and anxious to know why. Which health rules is he breaking—the one relating to food, hours of sleep, tea, coffee, or what? Now is the occasion to stress the health rules.

As the records of health progress go home to the mother on the monthly report card, her interest is soon awakened, and cooperation can be secured with little difficulty: in fact, the child's zeal often makes this inevitable.

The child learns that to get up to his normal weight, or to gain weight, he must go to bed at 8 o'clock and not play in the streets till 10 or 11: that he must drink milk, not tea or coffee: eat regular meals, and not fill his stomach with trash between meals: eat a variety of foods, cereals, green vegetables, fruit, etc. Such habits formed in childhood make an indelible impression on the life of the individual. We can not too strongly emphasize the fact that the essentials of personal health are such simple things as these, and that even the untrained teacher, once she is interested, can carry them into effect.

Much has still to be learned by future experience, but a start at least has been made along lines which have great possibilities. I believe that systematic and effective teaching of health in the schools is possible: that it is practicable: and that in the present state of knowledge, or rather ignorance, in essential health matters, it is indispensable. Upon the health of our people very largely depend not only their comfort, contentment, and happiness, but our physical efficiency; in a certain sense, our future as a nation.

Educators certainly can not ignore the claims of health teaching in a system of compulsory public education.

VIII. EDUCATIONAL EXTENSION, AMERICANIZATION, ILLITERACY.

Dr. Lotus D. Coffman, president elect of the University of Minnesota, served as chairman, and John L. Riley, New York State Department of Education, served as secretary.

The first paper was by William L. Ettinger, superintendent of schools, New York City, on education for the foreign-born. Supt. Ettinger explained the extent and seriousness of the problem of illiteracy and of lack of ability to speak English among adults, particularly among the adults of New York State. He suggested, as one

solution for the problem, special classes for non-English-speaking people, and he stated that such classes are being conducted in New York City in large numbers. He expressed the belief that the chief agency of Americanization is the day school, in which the children of the foreign-born not only learn the English language, but become accustomed to American institutions. These children Americanize the home to a large extent. There are 74 evening elementary schools in New York City doing great work among the foreign-born. While the city and State of New York are supporting generously elementary education for adults, Mr. Ettinger expressed the belief that the Federal Government should stimulate and aid this work in the States.

Supt. Ettinger's paper produced very animated and interesting discussion, in which a large number took part. Dr. Thomas M. Balliet emphasized the necessity for using the best methods of teaching if the work in Americanization is to be effective. Among the things suggested by him were the following:

(*a*) That learning to speak English is more important than learning to read it. Hence, if there is time for only one, the speaking should be given precedence.

(*b*) That we should not expect too much of foreign-born adults in learning to speak English, but that considerable can be done for adults in the way of Americanization. We should be sure that their children are getting an American education, so that the older people may become Americanized through them. We can give foreign-born adults lectures on America in their own language, and we can supply them books explaining American history and institutions written in their own language.

(*c*) That the direct method should be used in teaching English to adults, but that this direct method must also be the natural method, which implies that people learn to understand the language before learning to speak it, and that this is true of all children. We should therefore have our children speak English a great deal to classes of foreign-born adults and permit them to reply in their own language for a time.

(*d*) That we should aim for fluency in teaching English rather than correctness, and we should be careful not to inhibit thought by placing too much emphasis on correctness.

He closed his discussion by emphasizing the fact that older people of foreign birth are now being educated by many surrounding influences, and it is necessary that those who love America should see that they are given the right view of America.

The mayor of Toledo, Ohio, emphasized his belief that a home circle is the greatest need of foreign-born men, and suggested that

foreign-born men residing in this country should be permitted to send for young women in their native villages whom they would marry upon their arrival in this country. He further expressed very strongly the belief that the foreign-born citizens are treated very badly in this country from the time of their arrival, intimating that they are neglected, exploited, and treated with considerable coldness. Mr. William C. Smith, supervisor of immigrant education, New York State, denied the intimations of the previous speaker to a large extent, and explained the sympathetic method being used in Americanization work throughout New York State.

The second speaker was Forest B. Spaulding, of the American Library Association, who read an interesting paper on library extension. The paper might be summarized as follows:

To visualize this field one has but to think—

(1) Of the men and women of high school and college age who went into military service, many of whom will not begin again their formal education but who might be stimulated to embark upon a reading course.

(2) Of the boys and girls who each year leave school to enter business, and who are potential students, especially during their first few years out of school.

(3) Of the men and women who, because of the changing world conditions, are eager for more information on the history and theory of government, economics, and social development.

(4) Of the millions of women, recently enfranchised, who want to know more about government and politics.

(5) Of the foreign-born, enthusiastic in their desire to learn more about democracy, American ideals, and citizenship.

(6) Of the men and women, forced by economic competition and the high cost of living to seek ways of increasing their earning capacity.

(7) Of the millions of men and women, boys and girls, who realize their educational limitations, and want, in their ambitious moments, to continue their education along various lines, by serious reading.

(8) Of the thousands of dollars spent on correspondence school courses, and the thousands of persons enrolled in study clubs.

The chairman appointed the following committee to prepare resolutions: Thomas M. Balliet, chairman; John L. Riley, secretary; J. G. Collicot, William L. Ettinger, William C. Smith.

The following resolutions were prepared and adopted:

1. That Americanization is mainly a problem of the public schools, day and evening.

2. That in the case of adult foreigners, Americanization is not possible without their cooperation, and without a recognition of the contribution in the way of hand craft, appreciation of art, and respect for law and order, which they bring as an asset to our national life.

3. That opportunities for acquiring the English language and a knowledge of American history and government, as a preparation for complete citizenship, should be provided in such places, other than the school, and at such hours, as will make it possible for adults to attend.

4. That any effective program of Americanization requires the cooperation of all agencies with which the foreigner is brought into contact—religious, social, industrial, and governmental.

5. That a more friendly and sympathetic welcome should be given the foreigner upon his arrival at American ports than has hitherto prevailed.

6. That the immediate problem is that of extending the work already effectively begun, and it calls for the most generous financial support, both State and National.

IX. SALARIES AND REVENUE.

Hon. C. P. Cary, State superintendent of public instruction, Madison, Wis., served as chairman.

The first speaker was Prof. George Drayton Strayer, Teachers' College, Columbia University, New York City, who said in part:

A NEW POLICY NECESSARY IN DEALING WITH THE SALARY SITUATION.

Teachers who were fortunate enough recently to receive 50 per cent increases in salary are still less well off than they were immediately before the opening of the war. If we are to improve on the status of 1914 it will require more than 100 per cent increases in salaries. And we must remember that at the outbreak of the war, in 1914, teachers were, as a whole, underpaid. The problem before the American people to-day is that of financing the school system more liberally than in 1914.

Several practical suggestions should be seriously considered: (1) Salaries should be paid for 12 months; we can not conceive of a profession of teaching until that is done. (2) Salaries should represent not only substantial raises above existing compensation but they should provide economic independence. They should be sufficient to insure teachers against the disabilities of illness and old age. (3) The teacher should be able to live the kind of life that it is necessary for him to live in order to convey to the coming generation the inheritances of the past. The teacher must be a growing teacher professionally. (4) There has been too much discussion of minimum salaries; we must emphasize the importance of maximum salaries which will offer prizes toward which teachers can work in a real profession.

WE ARE NOW DANGEROUSLY IN ARREARS.

At a conservative estimate the United States is 10 years behind on its school-housing program, and the cost of building now is approximately 300 per cent of what it was in 1914. The country, right now, needs to spend probably $2,000,000,000 for school buildings, not that it can then have all of its problems solved, but in order that it may partially catch up with a situation which is to-day deplorable.

I recently made a calculation with respect to 13 communities that had undertaken to reach approximately the status that prevailed before the war, and it appeared that they were appropriating about $20 per unit of population. I mean by that that a city of 100,000 population would have to spend $2,000,000 in order to meet the need for school buildings at the present time.

How have we sought to meet this situation? In some States they have tried to increase the ratio of assessed value to real value of property in order to increase the income from taxes. There are, indeed, those who are to-day advocating that we be honest about our schemes of taxation, and that we tax the real valuation of property instead of the assessed valuation, which has little or no relation to real value.

Other methods have been proposed which have to do mainly with new forms of taxation. In New York we introduced the State income tax to supplement our general property tax. Throughout the United States we are becoming accustomed to the idea of inheritance taxes. Other forms of taxation doubtless will be proposed.

A COMMISSION NEEDED TO STUDY SCHOOL REVENUES.

What we most need at present, I think, is a careful, systematic study of the problems of taxation and school revenues. I should like to propose, for the consideration of this conference, the creation of a commission to study the problem of financing public education, not primarily from the angle of the cost of education, but from the standpoint of the sources of revenue or the taxes that must be levied and the best methods to be employed in order to secure the results needed.

Legislatures will be in session in most of the States during the next 12 months. The issue of taxation will be brought before every one of them. Are we going to continue to have a hodgepodge of legislation, or can we, by any possibility, have some permanent legislation with respect to taxation for public education?

It is conceivable that out of the group that I have characterized as the school administrators, the group of those who think in terms of our productive enterprises and the group of those who specialize

in the field of the theory of taxation, there could be assembled a group of able and influential persons who could consider this matter and formulate a program which we could all support and which would result in bringing us to a satisfactory solution of this problem.

THE UNIT OF TAXATION.

I am persuaded that one very important element in the solution of our problems is the unit of taxation. There can be no such thing as equalization of educational opportunity so long as the main burden of taxation is levied in the small local area, because small local areas are never even approximately equal in wealth.

Our practice in America seems to indicate that the next big step ahead would be to organize in all our States, as has already been done in certain States, a unit of taxation at least as large as the county. But I am not sure that that will solve the problem. I am convinced that the States must contribute more to the support of education.

For the sake of argument, I propose that the States contribute 50 per cent of the cost of public education, though I believe we need further investigation before fixing the amount or the proportion to be contributed.

I have this suggestion to make on this point. The cost of teachers' salaries is approximately 65 per cent of the total cost of maintaining schools. It is of the most vital importance to the State that every boy and girl have a well-qualified teacher in the classroom. Possibly the measure of the State's share of responsibility that ought finally to be adopted, after most careful inquiry, is the measure of the proportion required for teachers' salaries.

Certain it is that the issue must be met: we must consider it, and we must reach a conclusion about it. No scientific basis is possible until we do reach a conclusion with respect to the part of the cost of public education which is to be borne by the State.

NATIONAL CONCERN IN EDUCATION.

Any such inquiry must also take into consideration the issue as to how far public education is a matter of national concern, and to what extent the Nation may be called upon to stimulate and encourage education.

A Senator said to me this morning: "It is evident that the States have not succeeded in doing all that we thought they had done or that they ought to do. There needs to be sufficient encouragement to get all of the States working on these programs."

We do not get anywhere by "viewing with alarm" the magnitude of the sums we are called upon to raise for education. The situation

before us to-day is not a question as to whether $100,000,000 or any other sum needed for education will wreck the Nation. The question is, Shall we spend whatever is necessary to develop an American program of education, or shall we forget and neglect education in order that we may spend our resources in other directions?

I believe that we are right at the time now when we may confidently go to any group of citizens and propose, upon the basis of careful inquiry, a program of education, with the expectation that they will come to the support of this most important American institution.

GREAT DIVERSITY OF OPPORTUNITY.

The discussion which followed brought out some facts concerning the great diversity of taxable wealth in different jurisdictions upon which to base provisions for education. It was reported that a study in West Virginia showed that in one district there is $350 of actual wealth for each child, while in another there is $16,000, or 46 times as much.

The problem of equalization among the States would be a formidable one also. In 1912 the average amount of wealth in the United States per child was a little less than $10,000, but the State averages ranged from $2,500 to over $39,000.

No matter how desirable or logical, the goal of equality of educational opportunity can not be realized immediately. There may even be some question as to whether this should be the main objective of our next move. Nevertheless, we must work toward the time when we shall think of education as of so great importance to the United States that we shall be equally concerned about the education of children in the poorest State and the education of the children in the richest State. We are evidently coming to it. We do so consider the question when we deal with the problem of national defense. We do not provide one degree or quality or protection for the citizens of one State and less than one-twentieth as much for those of another.

The difficulty has been with our almost individualistic attitude or policy in our notions of public education. Literally, we have thought of education as something good for the people who can afford to pay for it. Some day we shall understand that education is the foundation upon which the nation is built, and that the weakness of education in any part of the nation is a potential source of national disintegration.

MONEY SHOULD BE RAISED BY DIRECT AND STRAIGHTFORWARD METHODS.

It was agreed in the discussion that the funds needed for the adequate support of education should be raised by direct and

straightforward methods of taxation, openly labeled for the purpose, rather than by any "painless" method of extracting money from the people without their knowing it. Objections were urged against trying to support the schools out of the fines of persons who have been convicted of misdemeanors, or out of automobile license fees, or by any other indirect method.

Objection was also expressed to fixing upon the county as a unit of school taxation, on the ground that it is primarily, in most of the States, an administrative unit, and is not necessarily, or indeed frequently, a geographical unit. The county unit of administration of law has stood in the way of effective and helpful school supervision for a long time. It was urged that it is the State's function, primaril to control education, and that the State should work in direct cooperation with the communities.

Utilization of the county as the unit of taxation for education was defended on the ground that we must work with such instrumentalities as we have at hand, and that even to accomplish so much would be a long step forward. It was urged, further, that we must not overlook the fact that the administrative machinery, and the legal functions of the various units, such as county, township, district, are by no means uniform throughout the States.

NOT A NEW PROBLEM.

In justification of the claim that the problem of the insufficiency of the teacher's salary is not an exclusively modern one, a delegate offered the following quotation from Roger Ascham's "Schoolmaster," written about 1565:

> And it is a pity that commonly more care is had, yea, and that among very wise men, to find out rather a cunning man for their horse than a cunning man for their children. They say nay in word, but they do so in deed. For to the one they will gladly give a stipend of 200 crowns by the year and are loath to offer the other 200 shillings. God that sitteth in heaven laugheth their choice to scorn and rewardeth their liberality as it should be. For He suffereth them to have tame and well-ordered horses, but wild and unfortunate children, and therefore in the end they find more pleasure in their horses than comfort in their children.

A number of general propositions were formulated by members of the conference. We ought to tax the property where it is and spend the money where the children are. It is just as important for a teacher to teach a small group of children, where those children are in the country, as it is for a teacher to teach a group of children in the largest and best-organized school in any city. It ought not to be necessary for a teacher to leave a school in which she is doing fundamental work and move to another place where wealth happens to be concentrated in order to better her financial condition, or in or-

der to secure a chance to grow professionally. Education is no longer a community concern, nor even a State concern, only.

APPOINTMENT OF COMMISSION REQUESTED.

Upon motion it was voted to act upon the suggestion offered by Dr. Strayer and request the Commissioner of Education to bring about the creation of a commission in which school men, economists, business men, and research students shall be represented, to make a study of the problems of taxation, especially as they relate to the raising of revenues for the support of public education, and to formulate, if possible, suggestive programs of taxation applicable to different types of States.

WILL THE PEOPLE RESPOND?

HUGH S. MAGILL,

Field Secretary National Education Association, Washington, D. C.

Commissioner Claxton asked me to speak briefly to the question, "Will the people respond to the appeal for more adequate support of education?" It will depend, in my judgment, upon whether this crisis and the needs are put to the people in the right way.

FUNDAMENTAL CONSIDERATIONS.

There are certain fundamental propositions that we must keep constantly in mind, and that we must get clearly before the people. In the first place, the schools of the country belong to the people. We must not allow the people to forget this, and we must not allow them to get away from the responsibility. The public schools of America have been developed by the people; they are supported by the people who tax themselves for this purpose; and they are used by the people who send their children to them for training.

Therefore, the rehabilitation of the schools is the people's work; they can not abandon this institution; they must provide for their own. The people will respond and meet this crisis when it is brought squarely before them.

In the second place, our people from the very beginning have been committed to the policy of public, tax-supported schools, and they can not now go back on that fundamental principle. Here is what the fathers of this country said, in the Ordinance of 1787:

> Religion, morality, and knowledge being necessary to good government and the happiness of mankind, schools and the means of education shall forever be encouraged.

Does not that sound authoritative?

Again, in the Declaration of Independence, they asserted the inalienable rights of life, liberty, and the pursuit of happiness, and declared that to establish these rights governments are instituted among men. Do we need to raise the question as to whether there is any essential relation between education, the development of intelligence, and the preservation of life in its broader aspects? Has any one real liberty who is bound in ignorance? Can the American people pursue happiness worth considering other than on a plane of intelligence? To ask these questions is to answer them. Life, liberty, and the pursuit of happiness must rest upon popular and universal education.

LET US FACE THE FACTS.

Will the people respond? If the people fail to respond to the appeal for the preservation of an institution without which American liberty can not live, without which, according to the doctrine of the fathers, the fundamental principles to establish which our Government was instituted can not survive, then all patriotism is gone! Yes, they will respond.

I am convinced that what we need to do is to tell the people the situation; to tell them the plain facts. Let us follow Lincoln's advice when, in a great crisis, he said: "If we could first know where we are, and whither we are tending, we could better judge what to do and how to do it."

Let us tell the people where we are educationally; let us tell them frankly whither we are tending; and then ask them to consider seriously what to do and how to do it in order to save their schools.

God give us leadership that shall point the way to save the free schools of America, that they may perpetuate all that is best in American life.

SUMMARY OF RECOMMENDATIONS AND CONCLUSIONS.

A special meeting of the delegates in attendance at the conference was called for 4 o'clock on the afternoon of Friday, May 21, to consider the report of the committee, consisting of the chairman or other representatives of the five section meetings to which had been referred the statements and resolutions adopted by the sections.

President McKenny, for the committee, presented a tentative report, which was adopted, subject to revision and editing by the committee. As finally approved and signed by the members of the committee, the report is as follows:

REPORT OF GENERAL COMMITTEE ON STATEMENT OF PRINCIPLES.

The emergency in education in the United States arising out of the present and prospective shortage of teachers, the necessity for large increases in funds for the support of schools of all kinds and grades, as well as other agencies of education, the need of more adequate preparation and pay of teachers, and the need for readjusting programs of education to the requirements of the new era, to the end that all children shall have as nearly as possible equal opportunity for education that will prepare them most fully for life, for making a living, and for the duties and responsibilities of citizenship, has more than justified the calling of this National Citizens' Conference on Education to consider the pressing problems of education from the standpoint of statesmanship and the public welfare.

1. *Purpose of popular education.*—The welfare of a democratic nation depends on the intelligence and integrity of its citizens. The level of material prosperity which America may attain and the degree of wisdom which may be displayed in the solution of national problems wait on the education of the people. America can not hope to rise above her schools and colleges; indeed, only through them can she realize the dreams of the past and the hopes of the future. The condition of education in the United States is therefore the vital concern of all American citizens; it demands their earnest thought and careful consideration.

2. *Present condition in American education.*—The great war took a toll of millions of lives and caused a widespread economic readjustment in all the civilized nations of the world. Persons who were working for stated salaries, including teachers, have gradually become aware that, through no fault of their own, the buying power of their incomes has been reduced approximately one-half. Therefore, notwithstanding occasional increases in compensation, sometimes of considerable size, teachers throughout the educational system are now laboring under economic conditions much less favorable than before the war. Confronted with constant financial embarrassment and faced by the arduous exactions of their profession, the morale of teachers has been lowered appreciably. The dignity of the teaching profession has in consequence suffered a lamentable loss of social recognition. These conditions have shaken the foundation of America's schools and colleges. Everywhere teachers have been compelled to leave their chosen profession for more remunerative positions. Comparatively few men remain in the teaching profession, and the widening opportunities in business and industry are constantly tempting an increasing number of women from the schoolroom.

Larger and larger numbers of trained teachers are urgently demanded, but appreciating the inadequate salaries, students carefully avoid the normal schools and teacher-training institutions and flock to other fields.

At the same time the number of children and young people seeking an education and needing competent teachers constantly increases. The construction of buildings to accommodate them has in many instances proved impossible on account of the war. There is an acute emergency in the schools of the United States, the outstanding causes of which are the wholly inadequate facilities to accommodate the students who clamor for the advantages of an education, and the deplorable lack of properly trained teachers from the kindergarten through the university. It is, indeed, a potent factor that the typical American teacher is immature, transient, and untrained. The attendant evils are thousands of closed schoolrooms, widespread illiteracy, inability to train

students for technical positions, low economic production, and worst of all, poor and inadequate preparation of students for the duties and responsibilities of American citizenship.

3. *Remedies.*—These conditions cry out for speedy and well-chosen remedies. There must be greatly increased facilities and equipment throughout the educational system. There must be a reconstruction and a respiritualization of many of those in the teaching profession. The teacher's calling must be elevated in public esteem to the dignity of other great professions. A possible reorganization of the entire school system, and a better coordination of its various parts in order to economize time should be considered seriously. Above all and transcending in importance all other remedies, however, is the imperative demand for competent and well-trained teachers. The teacher always has been and always will be the keystone of a good school.

Adequate financial support is the one outstanding means of accomplishing these ends; all others are relatively insignificant. At a time when the cost of living and educational equipment has approximately doubled, small increases in the funds devoted to education will prove wholly unsatisfactory. Only the most generous financial support can maintain American schools and colleges even at the level of excellence which obtained before the Great War.

In order to equalize educational opportunity in the various States, and to facilitate the raising of the necessary funds for educational purposes, the National Government should at once assume a proper share of the financial burden without interfering with the States' control of education. This financial assistance is justified not only by the greater ease with which the National Government, through a variety of taxes, can secure the necessary revenue, but also because the welfare of American citizens is equally the concern of the State and the Nation.

These greatly increased funds should be made available immediately for securing adequate educational equipment and supplies, for the construction of school buildings, and especially for raising the compensation of teachers above a mere living wage to the salary of a dignified calling.

Adequate compensation befitting the value of the services rendered will enable competent teachers to resume their chosen profession and will attract to the teacher-training institutions great numbers of capable young men and women who look forward to a teaching career. To accommodate these prospective teachers, greatly extended facilities and many new additions to the facilities of the teacher-training institutions will be absolutely necessary.

4. *Means to effect the remedies.*—The educational problem, like all other social problems, belongs to the people. Upon its proper solution depends the whole fabric of our material and social welfare. An awakened public sentiment is ready and anxious to do its full duty. Once the people understand their educational problem, they will supply generously the sinews for its solution. A campaign of education about education is imperative.

This campaign the United States Bureau of Education should immediately inaugurate and carry on to a successful conclusion. With the assistance of an advisory committee composed of leading educators and such funds as can be secured, it should conduct such investigations as will bring to light the educational needs of the country and the sources of revenue to maintain efficient schools and colleges to supply these needs.

This information should be brought speedily to the attention of the public through such agencies as the daily press, the magazines, educational organizations, chambers of commerce, women's clubs, and labor organizations. Following this should be a series of State and sectional educational conferences,

at which plans for action can be devised, and proper legislation framed to secure the desired results. The educational campaign should be vigorously prosecuted until it results in definite action looking to the solution of the educational problem.

The educational campaign will take time and energy, but the people of the United States have a right to know the facts about their schools and colleges. Possessed of thorough and trustworthy information, they can be depended on for wisdom and action.

On their wisdom and action in meeting the emergency in education depends the future welfare of the country.

CHARLES MCKENNY, *Chairman Section III*,
"*Preparation of Teachers*."
M. P. SHAWKEY, *Chairman Section I*,
"*State Departments of Education*."
I. I. CAMMACK, *Chairman Section II*,
"*Education in Urban Communities*."
C. S. HOWE, *representing Section IV*,
"*Other Forms of Higher Education*,"
WILBER COLVIN, *representing Section V*,
"*The Press*,"
General Committee on Statement of Principles.

SPECIAL CONFERENCE ON EDUCATIONAL CAMPAIGNS.

The next step was taken by calling a special conference on educational campaigns to meet in Washington on June 25. There were present at this conference representatives of 34 national organizations, having a combined membership of several million persons, who unanimously promised hearty cooperation in and support of the proposed campaign. Following is a list of the organizations represented:

ORGANIZATIONS REPRESENTED.

American Country Life Association.
National Association of Manufacturers.
American Bankers Association.
National Federation of Business and Professional Women's Clubs.
National Woman's Association of Commerce.
National Civic Federation.
American Red Cross.
National League of Women Voters.
Council of Young Men's Hebrew and Kindred Associations.
Federation for Child Study.
Sons of Revolution.
American Federation of Labor.
Girl Scouts.
League of American Pen Women.
Order of the Eastern Star.
National Women's Christian Temperance Union.
Council of Church Boards of Education.
International Kindergarten Union.
Council of Jewish Women.
American Woman's Legion of the Great War.
Vocational Educational Association of the Middle West.
American Automobile Association.

General Federation of Women's Clubs.
Chamber of Commerce of the United States of America.
Southern Commercial Congress.
Grand Army of the Republic.
Salvation Army.
American Farm Bureau Federation.
Young Women's Christian Association.
National Congress of Mothers and Parent-Teacher Associations.
Women's Department, National Civic Federation.
American Association of Colleges.
National Federation of Teachers.
United Garment Workers of America.

SUMMARY OF CONCLUSIONS.

After discussion, the conference adopted unanimously the report of a committee on resolutions, as follows:

The representatives of 34 national organizations meeting on June 25, 1920, in Washington, at the call of the United States Commissioner of Education, hereby subscribe to the following statement:

1. There is no question of greater interest and concern to the people of a democracy than the question of education. The achievements of our people throughout their history have been due in large measure to the ideals and principles of the American educational system.

2. Never have these ideals and principles been fully realized, and we find ourselves now in the midst of a national crisis.

3. We are convinced that there is urgent need for immediate action along the following lines:

(*a*) The assurance of an adequate supply of properly prepared teachers, including greatly extended facilities for this preparation.

(*b*) Increased financial support for schools and educational agencies of all kinds.

(*c*) Readjustment of educational programs to meet the demands of the new era.

4. We recommend that the organizations which we represent cooperate in all possible ways in the educational campaign authorized by the National Citizen's Conference on Education, held in Washington, May 19 to 21, which is now being conducted by the Bureau of Education, and we pledge ourselves to endeavor at the earliest possible moment to secure official action to that end by these organizations.

OBJECTIVES OF THE EDUCATIONAL CAMPAIGN.

The conference also went on record as favoring four propositions, which may be regarded as the objectives of the campaign:

1. The entire educational system of the country must be thought of, and promoted, as a unit, including elementary schools, secondary schools, and higher educational institutions.

2. Promotion of a comprehensive plan of "extension education," in order to meet the needs of:

(*a*) The millions of working people, most of whom have left school with insufficient education;

(*b*) The millions of young people who become of voting age each year, and who should have some systematic preparation for the duties of citizenship;

(*c*) The millions of women who will probably be enfranchised shortly, and required to participate in the settlement of some of the most momentous questions which the Nation has ever faced;

(*d*) The millions of home makers, who need special preparation for the most exacting of callings; and

(*e*) The millions of ex-service men, the educational plans of many of whom were interrupted by the war.

3. Provisions for much more liberal support of institutions for the professional preparation of teachers.

4. Adoption of the policy of paying to teachers salaries equivalent to those paid to persons of similar ability and preparation in other callings.

The promotion of the national campaign for education, and assistance in similar sectional, State, and local campaigns to the extent of its resources, will constitute one of the major projects of the bureau during the coming year.

EXTRACT

From Letters and Statements from Prominent Persons to the Commissioner of Education.

FROM GOVERNORS.

It is alarming to find that one of the most important branches of our national activity—education—is losing its teachers so rapidly because of the inadequacy of remuneration for their efforts.

Throughout the United States surveys have been made which prove conclusively that the salaries of teachers are most inconsistent in comparison with those of other professions. In spite of this, enduringly and patiently, with the incentive of high ideals, men and women engaged in teaching have persevered in their noble task of giving the best that was in them to the youth of our country. But, under present economic conditions, the crisis was reached. No doubt, during these past few years, it was with a pang of regret that every teacher left his or her chosen profession to take up other work in order to earn a living wage.

Now that the question has been set before us clearly and conclusively, it seems to me every means possible and proper should be used to overcome the result of insufficient remuneration in this particular profession.

In addition to better salaries, better living conditions may serve to make the profession more attractive. Are we getting the quality of men and women that we should? Are the proficient people now teaching being encouraged to continue? Will not a substantial appreciation of a teacher's effort to improve and advance be an incentive to others of like character to whom the profession appeals? Unless we attract to the profession people who can pass examinations and give high-class service, it means the quality of our schools and the quality of the future citizenship of our growing boys and girls will be reduced.

I sincerely hope the National Citizens' Conference on Education will result in some well-defined program which, carried out by the several States, will place the teachers' profession on a high plane in every sense of the word, and that never again may men and women engaged in this most laudable work have just cause to complain of the unappreciation of their fellow citizens.

—*D. W. Davis, governor of Idaho.*

I am glad you are to hold such a conference, and I trust it will be liberally attended by the best brains of the Nation. If there ever has been a time in the history of our Nation when education should count, it is now. In our great problems of Americanization the schools should be the main deciding factor. It is deplorable that our schools should have to go onto their knees to beg for more liberal support and that our teachers should be less liberally paid than hewers of wood and drawers of water. If your conference will assist in the great work of placing our schools on the high standard which they should maintain, it will prove to be one of the most signal achievements of the decade.

—Ben W. Olcott, governor of Oregon.

Your conference will have the opportunity to render the Nation a service of a distinctive character by helping to solve an emergency problem in education precipitated by a shortage of teachers.

There must come to our people a fuller realization that an educated public interest or sentiment is the supporting agency of a true democracy where an intelligent public opinion habitually rules. The essentials in our American life and Government wait on school education; and its efficiency and effectiveness rest almost solely on the type of instruction given in our schools.

We must not forget the maxim, "The teacher is the school." For their proper education and training the boys and girls of our land demand the best poised and most talented manhood and womanhood for the teaching profession. We know the price we must pay for this kind of service, and it is wise economy to pay it.

—Albert C. Ritchie, governor of Maryland.

Something like a crisis confronts our schools because of the scarcity of well-equipped teachers. I have long been in favor of a higher compensation for teachers in order that teaching may be made more attractive. Money spent for education is sure to yield large dividends in the intellectual, moral, civic, physical, and vocational equipment of our citizens. The Nation could be poor indeed if it were not for its schools. They must be fostered and encouraged by all forward-looking men and women.

—E. J. Edwards, governor, New Jersey.

A highly enlightened public policy must be adopted if the cause of education is not to break down. It is perfectly clear that the public schools must have the most liberal support, both moral and financial. Particularly must the people exalt the profession of the teacher. That profession must not be abandoned or be permitted to become a trade for those little fitted for it. It must remain the noblest profession. There are no pains too great, no cost too high, to prevent or diminish the duty of the people to maintain a vigorous program of popular education.

—Calvin Coolidge, governor of Massachusetts.

There is no question but what there is a real emergency in regard to the shortage of teachers, and also a real need for an increase in their salaries and in the support of schools in general.

—Lynn G. Frazier, governor of North Dakota

I spent a week, last September, visiting one-room country schools. I was amazed at the small progress that had been made in the last 20 years in these schools. I was equally amazed at the interest manifested by the people who supported these schools, doing whatever was necessary to improve them.

—William L. Harding, governor of Iowa.

To my mind the outstanding feature is the necessity for education as an antidote to Bolshevism, but before it becomes an antidote we must make provision for our educators in proportion to the importance of their vocation. It

is to be regretted that a calling of so much importance to our national development has not yet been accorded recognition in the way of remuneration with which to guarantee educators of the most efficient type.

—*Simon Bamberger, governor of Utah.*

I am most heartily in accord with the purpose and aims of your conference. It will be a great thing, a fine thing, if through this conference the citizens of the country may be awakened to the importance of a more conscious and a more liberal support of the public schools.

Our public schools are to-day our greatest bulwark against Bolshevism. Always anarchy goes hand in hand with ignorance. Always it is the uninformed, or rather the misinformed, who drift toward the passion of Bolshevism. Lenine and Trotzky are possible in Russia only because Russia has no great public-school system which reaches the masses. Revolutions and counter-revolutions are daily possibilities in Mexico only because Mexico has not yet learned the beneficent influence of teachers and textbooks.

The future of America to-day rests as never before upon America's great system of public schools. Our schools are our greatest security against the unseen perils of the future and we should make them worthy of our growing national life.

—*Gov. Henry J. Allen, of Kansas.*

We hear much these days about the work of reconstruction, and yet in the plans that are made for it we do not observe a vigilant attention to the very basis of our whole civilization, the schools themselves. When we measure the service rendered by the schools, we can not escape the belief that society is not making sufficient contribution for their support. In both city and country there is need of an entirely new plan of financial aid.

Next to this it seems to me that your congress ought to awaken such an interest as would set in motion a fixed purpose, nation wide, of giving to every State a modern rural school code. If necessary, the Federal Government ought to interest itself in surveys where they are needed.

We have evidence of an approaching crisis in the matter of food supply. We need more acreage under cultivation, and more people in the country, and yet we must remember that the drift will continue toward the cities unless the children on the farm are given educational advantages similar to those in the cities.

This is the solution. It has been demonstrated in Ohio, where more than 1,000 modern high schools have been builded in the corn fields. From them the pupils go into our State university.

As I understand it, you are dedicating your congress to the very necessary purpose of stirring the lay mind into an awakened appreciation of the help which must be given to our school system. It is one of the very vital needs of the hour.

—*James M. Cox, governor of Ohio.*

I have always advocated adequate remuneration for the teachers of our State and proper salaries for those engaged in the very important work of preparing young men and women for the teaching profession.

Public education is now, as it always has been, of supreme national and State concern. Our future safety and welfare depend upon the effective maintenance and operation of our public schools. The privilege of free instruction in schools maintained and supported under State authority is the constitutional birthright of every child in the Nation. The schools must therefore be continued with an increasing degree of efficiency, so that all the children may receive instruction which will fit them for the responsibilities of citizenship and adapt them to the vocations which they propose to adopt.

—*Gov. Alfred E. Smith, Albany, N. Y.*

Assuming that the failure on the part of the public to appreciate the essential place of education in a democracy and on the part of teachers to take their work seriously, our special problems in Alabama are typical for the country. I am convinced that our most hopeful avenue of relief is a Nation-wide intensive campaign of public enlightenment of such scope and dignity as will win the interest and support of the public and develop a keener sense of professionalism on the part of teachers and be reinforced by such necessary legislative enactments as will insure adequate financial support wisely disbursed.

As I see it, your conference has a wonderful opportunity to find a way out of our present critical situation by determining what propaganda shall be emphasized and by devising ways and means of carrying it to the remotest corners of every State in the Union, to the end that equality of opportunity for all the people may be actually realized throughout this Republic.

—Thomas F. Kilby, governor of Alabama.

It will be impossible for me to come to the conference on May 19, 20, and 21. I am about to call a special session of the Wisconsin Legislature and will, therefore, be needed here at that time.

It may be interesting for you to know that I am calling this session primarily for the purpose of providing funds for increasing salaries of teachers. This includes university, normal schools, county training schools, vocational schools, and the entire common-school system.

—Emanuel L. Philipp, governor of Wisconsin.

I regret exceedingly that I can not be present in Washington at the National Citizens' Conference on Education to be held May 19, 20, and 21.

I am delighted to give you a few figures on what we are doing for education in Mississippi.

Appropriations for schools and colleges in Mississippi.

Institutions.	1918–19	1920–21
SCHOOLS.		
Vocational education	$11,000.00	$168,726.03
Common schools	3,971,790.00	6,766,512.00
Chickasaw school fund interest	124,276.98	124,276.98
Agricultural high schools	252,999.99	550,000.00
Industrial training school	147,387.86	291,653.14
Indian school	500.00	.....
Textbook commission	.....	1,800.00
Blue prints for rural schools	.....	1,750.00
Assistant supervisors, Negro rural schools	.....	25,000.00
Total for schools	4,507,954.00	7,929,718.15
COLLEGES.		
Industrial Institute and College	223,553.64	.....
Agricultural and Mechanical College	377,324.72	567,064.72
Experiment stations	55,000.00	132,000.00
Alcorn Agricultural and Mechanical College	55,084.54	84,084.54
Summer normals	10,000.00	15,000.00
Normal College	103,500.00	197,933.41
University of Mississippi	179,546.00	332,647.47
State College for Women	.....	301,424.71
Smith-Lever fund	.....	150,400.00
Total for colleges	1,003,908.90	1,780,554.85

Contemplated bond issue for colleges.

University of Mississippi	$712,000
Agricultural and Mechanical College	885,000
State College for Women	470,000
Alcorn Agricultural and Mechanical College	139,000
Industrial Training School	349,000
Normal College	276,508
Total	2,831,508

These figures give you the appropriations for schools and colleges for the years 1918–19 and 1920–21. You will see that we raised our per capita appropriation per child from $2.50 to $4, and we gave the colleges practically what each institution asked. In addition, we appropriatel by bond issue about four and one-half millions to schools and eleemosynary institutions.

Allow me to wish for the conference the greatest meeting in its history.

—Lee M. Russell, governor of Mississippi.

FROM STATE SUPERINTENDENTS OF PUBLIC INSTRUCTION.

While Nevada pays her teachers an average yearly salary of more than $1,100, still the doubled cost of living and the larger financial possibilities open to teachers in so many occupations make our present salary schedule insufficient this year. By increasing the amount of local taxes and by a larger use of the State reserve fund and the several county reserve funds for relief apportionments, we hope to make more liberal provision for teachers' salaries, while we are working on a legislative program for next year.

No school system deserves good teachers while refusing to pay a salary that will justify their services in the system. The boys and girls deserve the quality of teachers that can be obtained only by largely increased salaries. For a time there will be weak and poorly trained teachers who will receive more salary than they merit, but these can only be replaced by strong, effective teachers through offering increased salaries sufficient to induce the best material to take up the teaching profession. The children of America deserve teachers who are great enough to earn the biggest salaries now being planned. Our aim, therefore, is not chiefly economic justice to teachers but a full recognition of civic and personal justice to the children. The great citizenship must have great teachers for its foundation, and great teachers are not obtained by a petty and degrading economic scale. Local, State, and national forces should be one to this end.

—W. J. Hunting, Carson City, Nev.

The shortage of teachers, in my opinion, is not due entirely to the salaries at the present time. Of course, low salaries in the beginning started the revolt against the teaching profession, but in my opinion the shortage is due to the short tenure of service, to a disposition on the part of the teacher to change from one position to another at a slight increase in salary, as well as to the disposition of some school boards to change teachers every year on the slightest provocation. Teachers are getting tired of being homeless, feeling that their position is not permanent, and this brings about a restless feeling which hampers their work to some extent. I believe the situation would be greatly helped by a general movement to establish teacherages in the various districts of the country. Of course, if this is done, the districts should be enlarged sufficiently to make it worth while for the community to take up this matter.

Another thing, there is a feeling that teaching is not a profession. It will never be a profession, in my opinion, until we do away with limited certificates, and have every teacher teaching on a permanent certificate just as a lawyer or a physician follows his profession on a permanent license. Teachers must be made to feel they are a part of the community. This can not be done until the tendency to shift or be shifted from place to place is ended. Salaries must be increased still more, and with this disposition to make the teaching profession a real profession, in the course of a few years I believe the present unfortunate situation will be relieved. *—S. A. Baker, Jefferson City, Mo.*

The scarcity of teachers is certainly a serious matter. The outlook for the future is not promising unless we have a very definite work done to "Wake up America." —*Minnie P. Neilson, North Dakota.*

I believe that democracy demands that we shall make equal the chances of all the children for an education, whether they live in city or in country. I believe, also, that it is worth while to consider whether or not it is not wise and just that equal service should receive equal reward, whether that service be rendered in a rural school or in a city school. The tendency of our teacher-training schools everywhere, it seems to me, is to take the strong teachers from the rural sections to the city schools. The country child is entitled to a teacher as well trained, as well endowed, and as well compensated as the one who teaches the city child. Too, we must not forget that consideration of the rural school involves consideration of the whole community. Some way must be found to satisfy not merely the majority of people who will remain in these rural communities, but above all to retain that small minority that constitutes its leadership. —*George Colvin, Frankfort, Ky.*

Indiana approves most heartily the calling of the National Citizens' Conference on Education. This meeting will do great work in the consideration of some of the school problems now confronting our people. There is a most urgent demand for a more liberal program for the support of our educational institutions of all kinds. We pledge our aid to the utmost to any forward-looking plan for giving our children a better chance to get an education.

—*L. N. Hines, Indianapolis, Ind.*

Maine has the old form of town meeting in March. We have called upon the towns to raise additional funds for teachers' salaries. If the towns not yet heard from do as well as the towns reported, the average increase in funds voted this year will be 180 per cent of last year's appropriations. This will mean a 35 per cent or 40 per cent increase in wages for teachers. The schedules already fixed range from $850 to $1,200 for elementary teachers and from $900 to $2,000 for high-school teachers, depending upon the preparation of the teachers and their service. While this is not large, it is a tremendous increase for Maine. We had about the lowest salary schedule of any Northern State. I am quite sure no State will do better than Maine this year in proportion.

—*A. O. Thomas, Augusta, Me.*

Illinois is in about the same box as other States. We have plenty of teachers, such as they are. The abnormal wages paid in other lines are taking away some of our best teachers. Until some statesman comes forward who knows how to stop the abnormal advance in prices, nothing that we can do will bring permanent relief.

In order to get young men and women of native ability and personality to attend normal schools and colleges of education to fit themselves to meet the advanced standards of academic and professional training, the State must offer a position that will be secure in its tenure, that will have certain social advantages, and that will provide an annual salary sufficient, not only to supply the needs of professional growth and the actual necessities of life, but to provide such margin as will give them that ease of mind and freedom from financial worries which are essential to the best quality and quantity of teaching.

—*F. G. Blair, Springfield, Ill.*

THE PUBLIC IS CALLING.

JOSEPHINE CORLISS PRESTON, *President National Education Association, and State Superintendent of Public Instruction, Olympia, Wash.*

"Come back" to-day is the echoing call of the public to school teachers. During the last year an indifferent public has been perceptibly moved and partially awakened by the lack of trained teachers, by the sight of the closed school door, by the advent of young, inexperienced, untrained teachers, and by the startling statistics which show that teachers are being paid less than street sweepers and janitors, to the seriousness of the present teacher shortage which the country as a whole is facing.

People of this country are slowly realizing the need of more money to pay for brains; they are commencing to see the injustice that is being done to thousands of children because we have failed to give them competent teachers. When the people become fully aroused to this situation they will be willing to pay for brains, and the teachers will come back to their profession. The dark cloud which has hung over the Nation's public schools will pass away, and the threatened breakdown of the Nation's schools will be averted.

During the last school year the public has commenced to realize the seriousness of this situation. The appreciation of the teacher has been expressed in terms of dollars and cents. Many districts have levied special taxes, legislatures have voted special appropriations; the call of "come back" has been sent to the teacher through these sources.

An outstanding example of what is being done for teachers in the matter of remunerative appreciation is the action of the Washington Legislature in March of this year, when it passed a bill raising the State aid which is allowed each census child from $10 to $20, leaving county aid as it has been, or $10 for each census child. It was urged that this increase be used for raising teachers' salaries rather than for buildings and equipment. The amount raised by this additional apportionment totals $3,500,000.

The fundamental reason for our great shortage of teachers can only be attributed to wholly inadequate salaries caused by lack of appreciation of the value of the service of the teacher. The Nation is awakening to the fact that the experienced, trained teacher is one of its assets and is expressing its confidence in her by trying to hold her in the profession.

Our great issue in meeting the teacher shortage this coming year is to arouse this half-hearted, indifferent public to the facts before us. What does it mean when one of our State universities increases 46 per cent in enrollment? What does it mean that, out of 5,000 enrollment in this same university, a smaller enrollment is found in the college of education than in pre-war times? What does it mean when 1,000 of these same 5,000 enroll in the college of business administration?

But do not be discouraged, teachers of the Nation, for the light of dawn for the school teachers is appearing. The day of appreciation of the services of the man and woman who devotes his or her life to the teaching of the young is coming. We need to carry on a campaign of education along these lines in every district.

The public is beckoning to the teacher to come back to the schoolhouse. Be ready to meet this appreciation that the Nation is gradually awarding you.

Service should be the keynote of every teacher. Every educator should aid in carrying on this campaign by giving the best she has to offer.

The thinning ranks of the school-teachers, I feel confident, if the public awakens, will be recruited. Those who love to teach but because of financial

reasons have been forced into commercial and industrial fields will come back to their chosen profession, teaching.

But the campaign for better schools, better teachers, and better salaries—the three that form the endless cycle—has just begun. Remember, on one side of the scale the balance is service from the teacher and on the other is appreciation and remuneration from the public. When the two balance, then, our public schools will become America's greatest institution and the teaching profession will be elevated to the highest plane.

FROM HEADS OF EDUCATIONAL INSTITUTIONS.

There is great need for improvement in all of the several grades and the responsibility can not be shifted by referring to the present high cost of living. The trouble dates back many years before the war.

—Alex. C. Humphreys, president Stevens Institute of Technology, Hoboken, N. J.

First, the means of promoting national and State action to provide universal physical training in all the schools of the country for pupils between 6 and 18 years of age, Congress to make a liberal appropriation in aid of the States and municipalities, and to provide an adequate number of national inspectors to report annually to the Secretary of the Interior on the results of this new undertaking throughout the country.

Secondly, to recommend to every State a larger expenditure on its normal schools in order that they may provide for the country a large annual product of teachers competent to use the new methods of training in the indispensable new subjects. *—Charles W. Eliot, president emeritus, Harvard University.*

I have on my desk at this time calls for more than 300 teachers at salaries ranging from $90 to $200 per month that the institution can not fill, notwithstanding our attendance is unusually large. An adequate number of adequately trained teachers is the most vital problem before America to-day.

—President H. H. Cherry, State Normal School, Bowling Green, Ky.

Stop drawing the age line at 45 or 50, and use the supply of competent men above those years. *—W. O. Thompson, Ohio State University.*

Help the public see that the merchant, engineer, lawyer, and doctor are dealing with less valuable material and less difficult and important problems than the teacher. *—President E. O. Sisson, University of Montana.*

Show industries that they are killing the goose that lays the golden egg when they entice college instructors into industry instead of making it worth their while to continue training men for industry.

—President M. L. Burton, University of Minnesota.

The teacher shortage is a threefold menace, because it means too few teachers, ill-prepared teachers, and ill-prepared industrial workers.

—President Sidney E. Mezes, College of the City of New York.

It may be a blessing in disguise if it proves the means of introducing reforms in our underlying ideas of public education, for which it was hopeless to get a hearing in any other way. *—President A. T. Hadley, Yale University.*

Mention teaching, its great importance, and its manifold advantages when other professions are being presented to students.

—Dean Virginia C. Gildersleeve, Barnard College, New York City.

Recruiting drives have started too late. Even if salaries are raised, it will take over four years to catch up.

—President Homer H. Seerley, Iowa State Teachers' College, Cedar Falls, Iowa.

It is amazing to me that in the hundreds of "drives" that colleges and universities are making to raise salaries and add to their building funds, we have nowhere, that I ever heard of, any effort to reconstruct or even state the new spirit, methods, and aims that education should have after the war. If that isn't Kultur, what is?

—G. Stanley Hall, President, Clark University, Worcester, Mass.

Leave teachers more initiative, check the present demoralizing and demeaning interference of legislative committees, school boards, and self-acclaimed patriots which constitutes an attack on the self-respect of teachers, and let teachers stop disparaging their own profession in public advertisements of their hardships.

—President Ernest M. Hopkins, Dartmouth College, Hanover, N. H.

I do not believe that the present shortage of teachers is a mere emergency matter. I think this shortage has been in the making for a long time and can be traced directly to our haphazard methods of organizing normal school education.

—Chas. H. Judd, University of Chicago.

No subject is more vital to the future of the country than that of education.

—John C. Atcheson, President Pennsylvania College for Women, Pittsburgh, Pa.

Many of our far-sighted citizens appreciate the present danger of a breakdown in the teaching force of our colleges and universities just at this time when the service of colleges and universities is most seriously needed. Many of them are responding to the appeal for immediate and tangible help, but there is still a widespread lack of understanding of the critical character of the present situation.

At one time we are told that we should meet the need by an advance in fees for tuition. As a matter of fact the fees for tuition have been advanced already. They have been advanced as far, in my judgment, as can safely be done at the present time. The public must not look upon higher education simply as a personal luxury to be enjoyed by those who receive it. The industrial establishments that are calling for more highly trained men do not so regard it. Those who see the danger to American institutions in the spread of immature and hysterical ideas do not so regard it. For our industrial life and for our social and political life we must have a much greater number of trained men than the number of those who are able to pay for their own training. A part of the burden must be borne by the public in one form or another, or public interests of the highest importance will be jeopardized.

Again we are told that if the universities would make economical use of the funds which they now have, they would not have to call for increased endowments. In the case, at least, of institutions having the smaller endowments, this argument is simply farcical. What is to be said regarding increased endowment in the case of an institution training thousands of students annually with an income from endowment amounting to less than $10 per student? As regards even the most heavily endowed institutions, it must be remembered that a large proportion of their endowments is for designated purposes, and can not be made available for the general needs of the institution. A university that is seeking to give the much-needed special instruction in chemistry, or bacteri-

ology, or government, may have millions of dollars of endowment for other purposes and be absolutely poverty stricken as regards these things which the present life of the Nation demands.

Meanwhile the dollar continues to shrink in value, and with all of the advances in the salaries of college teachers which have been made during the past two years, and all that can conceivably be made within the next year, the purchasing power of their income will still be far below what it was before the war, while the experience of the war has, for many of them, increased incalculably the effectiveness of their teaching and deepened their sense of devotion to the public good.

—Elmer Ellsworth Brown, chancellor New York University, New York City.

A NATIONAL UNIVERSITY.

DAVID STARR JORDAN, *Chancellor Emeritus, Leland Stanford Junior University, California.*

I wish to emphasize one of our greatest needs, unlikely to be put forward, that of a national university at Washington, an establishment which, even in these times of careless expenditure for useless things, would pay for itself even financially in a very few years, though the saving of money through wise advice would be merely one of its varied incidental benefits.

The purposes of such a university would be many. I can only name a few. The most thorough training is obtained where material for study is greatest. In this regard, no other of our cities and very few elsewhere are in the class with Washington. Libraries, museums, laboratories, and the like could be made fully available for students ready to make use of them, and none other should be admitted. The study for degrees—any degree—should be pursued elsewhere.

Equally important would be the influence of a great body of real scholars on the Government itself, as well as on Washington society. Legislators would learn to trust the man who knows, and the petty trivialities now characteristic of the Capital would disappear in his presence. Some men of the highest university type there have always been in the Government service, and these have exerted an influence for good wholly independent of their official position. It is sufficient among others to name Joseph Henry, Baird, Goode, Langley, and Rathbun to illustrate this point. The best of my own graduate work, or university study, was done in the old Smithsonian tower, kindly assigned to me by Prof. Baird. For the Smithsonian Institution has many of the attributes of a real university. It ought to have many more. In these days we are all overtaxed, and the most of us grow poor under the strain. But we can still afford a real national university, or rather, we can not afford not to have it, and for the same reason that in one of the darkest hours of Holland's history the University of Leyden was founded by William the Silent. It may be that the steadying influence of a national university would save us the expense of a few more dreadnaughts, absolutely useless in any conceivable crisis which an exhausted and spiritless world can force upon us.

We may remember that London and Washington are the two great capitals which possess no great university. London, to be sure, has made a beginning in many scattered schools, excellent in their way, but not a university. The whole is many times greater than the sum of its parts.

One more point: the whole world looks toward democracy and to America as its highest exemplar. A university at Washington would bring students from every nation which proclaims itself as democratic. The presence of these seekers for political truth would give a stimulus toward real, democratic develop-

ment. It would help to supplant the cheap mob-politics which contents so many of us these days.

Government the world over is the most backward of all human enterprises, because its inherent difficulties require an enlightened body of administrators no land now possesses. Good government begins at home, and its efficiency decreases as the square of the distance increases, not necessarily with physical remoteness, but with distance from the soundness of knowledge the university exists to promote.

FROM OTHER PROMINENT CITIZENS.

The criterion of a nation's civilization is to be found in the mental and physical well-being of its average citizen. Since the days of our earliest struggle for existence we have been proud that the condition of our people has been second to none, but we must not let this pride blind us to the fact that this condition is still far below the ideal. The new conditions caused by the industrial revolution of the past fifty years, and our unprecedented growth through the influx from foreign nations, have created difficulties which can only be met by progressive and constructive measures. The permanency and stability of our democracy as such are absolutely dependent on the opportunity for proper education and proper physical development (Americanization, some call it) that we can give our people.

The child is the primary asset of the Nation. To it we must give our first attention. From 6 to 16 years is its formulative period, and on our guidance during this period depends a healthy mind, body, and citizenship. Moreover, the rich can assure this, and the Nation must assure it to the poor. Unless there is equality of opportunity in this the corner stone of democracy is gone. The closing of industry to the child will not solve the problem. Definite provision must be made that education is assured parallel with the abolition of child labor.

It is a truism that the foundation of education is our teachers; that they shall be maintained not only in security and comfort, but that we do not tax the sacrifice that lies inherent in the profession to the point of driving from it the quality of mind and character that has been our pride.

—*Herbert Hoover.*

The three outstanding demands of our public-school system, named in the order in which they seem important to many of us, are:

1. More adequate provision for moral training. It is deeply felt by millions that some such provision as that now being made at Gary, Ind., must be made for the growing youth of our Nation. Otherwise we are in danger of becoming bankrupt of those moral forces which can at once drive and steady our Republic.

2. Yet more ample provision for vocational training, reaching down to the grades.

3. Adequate pay for the teachers.

—*Bishop Homer Stuntz, Omaha.*

The State owes it to every child as a coming citizen to afford him educational opportunity to acquire trained intelligence shot through with moral ideal and passion. Fail the children of any generation and you dangerously imperil the very foundation of orderly life. Cost what it may, give our children an adequate chance to become good citizens.

—*Bishop Oldham, Methodist Episcopal Church.*

The shortage of teachers is one of the most serious questions faced by the United States. There must be more liberal support for the schools. It seems to me that the most vital need now is the building up of teaching staffs.

—H. M. Potter, managing editor Cincinnati Enquirer.

Five years ago the Nation was spending two and one-half billions on intoxicating drinks and about eight hundred millions on education—three times as much for drink as for instruction. Now that we have prohibition, the money formerly worse than wasted, but now saved, gives us a fund from which we ought to be able to increase the salaries of teachers. By fairly rewarding those who educate themselves in order to instruct we can not only do justice to a great profession, but we can also effectively encourage education.

—William Jennings Bryan.

The hope of the Nation, as it appears to me now, lies in the hands of the teacher and the mothers of the children. If it is possible, these two individuals should not only understand each other, but should be kept in harmonious touch, because the future of the child depends upon what they say to it and also what sort of discipline they can agree upon in the schoolroom and also at home.

—Mrs. W. H. Felton, Cartersville, Ga.

For the next two years the process of disintegration in our teaching force must continue, with the prospect that it will take many years to regain the lost ground in efficiency of organization, with no hope of recovering the loss sustained in public education during the period of disorganization. Manifestly, the thing to do is to restore and increase the purchasing power of educational income. I attempted to get our State to do this by increased taxation for this specific purpose, but without success. Lack of provision in this case has been exceedingly unfortunate, and if your conference succeeds in arousing public appreciation of the true nature of the trouble and the urgent need for remedial action, it will not have been in vain.

—A. F. Thomas, Lynchburg, Va.

I think it is highly important that we contemplate the cause of education from the national viewpoint. I do not mean thereby that there shall be a national trespass upon the right of States in matters of education, but I do think it is exceedingly important to get the broader viewpoint of the Nation.

We have been making notable progress in coming to the realization of the importance of our public schools and are coming to the wholesome awakening about their need of the more generous support. One can only feel amazement that we have been so tardy in coming to a realization of the scant consideration given to the teachers in the American public schools, and we have been remiss in understanding the limitless possibilities of our public school work.

I venture to offer a suggestion, which was contained in a bill which I introduced in the Senate when I first came to Congress. I had learned from many sources that one of the reasons for the backwardness in American trade in South America was the inability of American commercial agents to speak the Spanish language. With that thought in mind, I offered a bill with the hope that the Federal Bureau of Education might do something to promote the teaching of Spanish in our public schools. Of course, the Federal Bureau could do nothing of a mandatory character, but it could be of help in having the student of our public schools acquaint himself with some modern language of practical value. *—Warren G. Harding, United States Senator from Ohio.*

My own personal opinion is that more of this responsibility lies upon the educators themselves than it does upon the legislatures or Congresses for their

failure to appreciate the size of their own job and carry out their duty as teachers and citizens in making the educational condition more thoroughly known to all of the people, and especially to the parents of the children who are under their direct charge.

—Peter J. Brady, supervisor Board of City Record, New York City, and representative of the American Federation of Labor.

I am about to quit teaching or educational work, as I simply have to do so; I get only $150 a month, and the expenses I incur in my travels to visit the different one-room rural schools are larger than the mileage allowed me. I get 15 cents per mile for travel inside of the county to the different schools, but all the liverymen charge 20 cents per mile, and 25 cents and 30 cents if the roads are poor. I either have to stay at home or else pay the difference from my own pocket out of the salary I get.

—P. J. Iverson, County Superintendent, Nelson County, N. Dak.

It is a remarkable fact that the United States is the only country in the world that fails to have a department in the executive branch of its Government devoted to education and kindred subjects.

—Southern Commercial Congress.

In industrial centers where the funds are not possible to meet the expense necessary to have competent men and women as teachers, I do not know of a better investment which may be made by industrial interests than to supplement the funds furnished by the State to such an extent as to secure men and women of great competency to occupy the position of teachers in the industrial communities, where the soil is particularly fertile, and may be cultivated in a conservative way, or in a radical way, and it occurs to me as if it is in the interest of the State, as well as in the interest of the industrial life of the Nation, that prompt and serious attention be given this matter, so that conservative and right thinking will be taught in our public schools by a satisfied class of public-school teachers.

—J. D. Hammett, president the American Cotton Manufacturers' Association (Inc.), Anderson, S. C.

I assume there is one remedy for a shortage of teachers, and that is to make the job of professional teaching compete successfully with other professions in financial return, recognition, and opportunity for advancement.

—H. J. Waters, managing editor Weekly Kansas City Star.

Public libraries are open all the time, and even if many schools must close for lack of teachers the libraries keep on teaching.

Right now, at the National Citizens' Conference to consider the lack of teachers in this country, is a good time for you to say again that anyone, old or young, who feels the need of education, can get good educational help from the nearest library for himself or for his parents.

—John Cotton Dana, librarian the Free Public Library of Newark, N. J.

It has always seemed to me that our educational development during the past generation has been left too exclusively to those who are directly engaged in the work itself, and that there has been too great an aloofness on the part of those engaged in the other activities of the time. This aloofness may be in part responsible for the manner in which education has been developed.

—D. D. Murphy, president Iowa State Board of Education.

Unless something is done to increase the school funds very materially, the whole school system is threatened.

—*J. J. Williams, Ragland Vocational School, Ragland, Ala.*

With 53 per cent of the farmers in the United States renting part or all of their land, 33⅓ per cent of the farms under mortgage, with about 10 per cent of the soldiers returning to the farm, and approximately 90 per cent of the graduates of our agricultural colleges not returning to the farm, with the great need at the present time of improvement in our present Federal Farm Loan, as well as a short-time credit system, together with many other unnecessary conditions which we have at the present time, we feel that the time has come for some change, and the most essential part of it is better education not only on the production side to please certain individual interests who are now controlling a large percentage of the wealth of the United States, but to please the tillers of the soil.

—*E. L. Harriman, president Farmers' Educational and Cooperative Union of America, Lexington, Ky.*

I can promise you the support of the twenty-first district in anything that will look toward the benefit of the school system and will help to secure a higher type of teachers.

—*Roger H. Motten, International Association of Rotary Clubs.*

The illiteracy and lack of knowledge of the English language disclosed by examinations for recruiting the Army and Navy during the war, the virtual breakdown of the schools in some parts of the country due to inability to hold teachers at prevailing salaries, and the great need for Americanization activities, constitute a crisis that demands an extraordinary effort. The country should be stirred to action. Not only should the educators have the cooperation of all public officers, but also of civic organizations and citizens individually. The teachers must be paid adequately to hold the experienced in the profession and attract new talent. School building should go forward, regardless of cost, toward the ideal of a seat for every pupil.

—*A. E. Braun, president the Pittsburgh Post.*

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